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ADDRESS

OF THE

HON. JOSIAH QUINCY,

TO THE

1823-24, 28, 35, 39, 40-41, 43
44, 46-51, 53-60.

CITY COUNCIL,

AT THE

Organization of the City Government,

MAY 1, 1823.

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In Common Council, May 1, 1823.

ORDERED, That Messrs. Coolidge, Amory, and Stedman, with such as the Board of Aldermen may join, be a Committee to wait on the Hon. **JOSIAH QUINCY**, and request of him a copy of the Address this day delivered by him as Mayor, to the City Council, in order to have the same published.

Sent up for concurrence,

JOHN WELLES, *President.*

In the Board of Aldermen, May 1, 1823. Read and concurred; and Alderman Baxter is joined.

ATTEST,

S. F. M'CLEARY, *City Clerk.*

Feb. 1. 1901
10 months

ADDRESS.

*Gentlemen of the Board of Aldermen, and
Gentlemen of the Common Council :*

IN accepting the office, to which the suffrages of my fellow citizens have called me, I have not concealed from myself the labors and responsibilities of the station. Comparing my own powers with the nature and exigencies of the present relations of the city, I should have shrunk instinctively from the task, did I not derive, from the intelligence and virtues of my fellow citizens, a confidence, which no qualifications of my own, are capable of inspiring.

In entering upon the duties of this office, and after examining and considering, the records of the proceedings of the city authorities, the past year, it is impossible for me to refrain from expressing the sense, I entertain of the services of that high and honorable individual, who filled the chair of this city, as well as of the wise, prudent and faithful citizens, who composed, during that period, the City Council. Their labors have been, indeed, in a measure, unobtrusive, but they have been various, useful and well considered. They have laid the foundations of the prosperity of our city deep, and on right principles. And whatever success may attend those, who come after them, they will be largely indebted for it, to the wisdom and fidelity of their predecessors. A task was committed to the first administration to perform, in no common degree, arduous and delicate. The change from a town to a city had not been effected, without a considerable opposition. On that subject, many fears existed, which it was difficult to allay ; many jealousies, hard to overcome. In the outset of a new form of government among variously affected passions and interests, and among indistinct expectations, impossible to realize, it was apparently wise to shape the course of the first administration, rather by the spirit of the long experienced constitution of the town, than by that of the unsettled charter of the city. It was

natural, for prudent men, first entrusted with city authorities, to apprehend that measures partaking of the mild, domestic character of our ancient institutions might be as useful, and would be likely to be more acceptable, than those, which should develop the entire powers of the new government. It is yet to be proved, whether in these measures, our predecessors were not right. In all times, the inhabitants of this metropolis have been distinguished, preeminently, for a free, elastic, republican spirit. Heaven grant ! that they, forever, may be thus distinguished. It is yet to be decided, whether such a spirit can, for the sake of the peace, order, health, and convenience of a great and rapidly increasing population, endure without distrust and discontent, the application of necessary city powers, to all the exigencies, which arise in such a community.

In executing the trust, which my fellow citizens, have confided to me, I shall yield entirely to the influences and be guided, exclusively, by the principles of the city charter ; striving to give prudent efficiency to all its powers ; endeavoring to perform all its duties, in forms and modes, at once the most useful and most acceptable to my fellow citizens. If, at any time, however, through any intrinsic incompatibility, it is impracticable to unite both these objects, I shall, in such case, follow duty ; and leave the event to the decision of a just and wise and generous people. In every exigency, it will be my endeavor to imbibe and to exhibit, in purpose and act, the spirit of the city charter.

What that spirit is, so far as relates to the office of Mayor ; what duties it enjoins,—and by what principles those duties, will, in the course of the ensuing administration, be attempted to be performed, it is suitable to the occasion, and I shall now, very briefly, explain.

The spirit of the city charter, so far as relates to the office of Mayor, is characterized by the powers and duties, it devolves upon that officer.

By him, “the laws of the city are to be executed, the conduct of all subordinate officers inspected ; all negligence, carelessness, and positive violations of duty prosecuted and punished.” In addition to this, he is enjoined to “collect and communicate all information, and recommend all such measures as may tend to improve the city finances ; police ; health ; security ; cleanliness ; comfort ; and ornament.”

The spirit of the city charter, in this relation, may also be collected, by considering these powers and duties, in connection with the preceding form of government. One great defect, in the ancient organization of town government, was the division of the executive power among many ; the consequent little responsibility, and the facility, with which that little was shifted from one department, board, or individual, to another ; so as to leave the inhabitants, in a great measure, at a loss, whom to blame, for the deficiency in the nature, or execution of the provisions for their safety and police. The duty, also, of general superintendance over all the boards and public institutions, being specifically vested no where, no individual member of either of them could take upon himself that office, without being obnoxious to the charge of a busy, meddlesome, disposition. The consequence was, that the great duty of considering all the public institutions, in their relations to one another and the public service, was either necessarily neglected, or, if performed at all, could only be executed occasionally, and in a very general manner.

The remedy, attempted by the city charter, is to provide for the fulfilment of all these duties, by specifically investing the chief officer of the city with the necessary powers ; and thus to render him responsible both in character and by station, for their efficient exercise. By placing this officer under the constant controul of both branches of the City Council, all errors, in judgment and purpose, were intended to be checked or corrected ; and by his annual election, security is attained, against insufficiency, or abuse, in the exercise of his authority.

The duties, enjoined by the charter on the executive authority, are concurrent with its powers and coincident with its spirit. If in making a sketch of them, I shall be thought to present an outline, difficult, for any man, completely to fill ; and absolutely impracticable, for that humble individual, who now occupies the station, let it be remembered that it is always wise, in man, to work after models, more perfect than his capacity can execute. Perfect duty, it is not in the power of man to perform. But it is the right of the people that every man, in public office, should know and attempt it. Let it also be considered, that it will be advantageous both for the individual, who may hold, and for the people, who judge and select, that both should form elevated conceptions of the nature of the sta-

tion. The one will be thus more likely to aim at something higher than mediocrity, in execution ; and the other forming just notions of its difficulty, delicacy and importance, will select with discrimination, and receive more readily faithful and laborious endeavour, in lieu of perfect performance.

The great duty of the Mayor of such a city as this, is to identify himself, absolutely and exclusively, with its character and interests. All its important relations, he should diligently study, and strive, thoroughly, to understand. All its rights, whether affecting property, or liberty, or power, it is his duty, as occasions occur, to analize and maintain. If possible, he should leave no foundations of either, unsettled, or dubious. Towards them, he should teach himself to feel, not merely the zeal of official station, but the pertinacious spirit of private interest.

Of local, sectional, party, or personal divisions, he should know nothing, except for the purpose of healing the wounds, they inflict ; softening the animosities they engender ; and exciting by his example and influence, bands, hostile to one another, in every other aspect, to march one way, when the interests of the city are in danger. Its honor, happiness, dignity, safety, and prosperity, the developement of its resources, its expenditures and police, should be the perpetual object of his purpose and labor of his thought. All its public institutions, its edifices, hospitals, alms houses, jails, should be made the subject of his frequent inspection ; to the end that wants may be supplied ; errors corrected ; abuses exposed.

Above all, its schools, those choice depositories of the hope of a free people, should engage his utmost solicitude and unremitting superintendance. Justly are these institutions the pride and the boast of the inhabitants of this city. For these Boston has, at all times, stood preeminent. Let there exist elsewhere, a greater population ; a richer commerce ; wider streets ; more splendid avenues ; statelier palaces. Be it the endeavor of this metropolis to educate better men ; happier citizens ; more enlightened statesmen ; to elevate a people, thoroughly instructed in their social rights ; deeply imbued with a sense of their moral duties ; mild, flexible to every breath of legitimate authority ; unyielding as fate, to unconstitutional impositions.

In administering the police, in executing the laws, in protecting the rights, and promoting the prosperity of the city, its first officer will be necessarily beset and assailed, by individual

interests ; by rival projects ; by personal influences ; by party passions. The more firm and inflexible he is, in maintaining the rights, and in pursuing the interests of the city, the greater is the probability of his becoming obnoxious to all, whom he causes to be prosecuted, or punished ; to all, whose passions, he thwarts ; to all, whose interests, he opposes. It will remain for the citizens to decide, whether he, who shall attempt to fulfil these duties, and thus to uphold their interests, in a firm, honest and impartial spirit, shall find countenance and support, in the intelligence and virtue of the community.

Touching the principles, by which the ensuing administration will endeavor to regulate and conduct the affairs of the city, nothing is promised, except a laborious fulfilment of every known duty ; a prudent exercise of every invested power ; and a disposition, shrinking from no official responsibility. The outline of the duties, just sketched, will be placed before the executive officer, without any expectation of approximating towards its extent, much less of filling it up, according to that enlarged conception. By making, in the constitution of our nature, the power to purpose greater than the power to perform, Providence has indicated to man, that true duty and wisdom consists in combining high efforts with humble expectations.

If the powers vested seem too great for any individual, let it be remembered, that they are necessary to attain the great objects of HEALTH, COMFORT AND SAFETY TO THE CITY. To those, whose fortunes are restricted, these powers, in their just exercise, ought to be particularly precious. The rich can fly from the generated pestilence. In the season of danger, the sons of fortune can seek refuge in purer atmospheres. But necessity compels the poor to remain and inhale the noxious effluvia. To those compelled by necessity, or choice, to a city residence, these powers are a privilege and a blessing. In relation to city police, it is not sufficient that the law, in its due process will, ultimately, remedy every injury, and remove every nuisance. While the law delays the injury is done. While judges are doubting, and lawyers debating, the nuisance is exhaling and the atmosphere corrupting. In these cases, prevention should be the object of solicitude, not remedy. It is not enough, that the obstacle, which impedes the citizen's way, or the nuisance, which offends his sense, should be removed, on complaint, or by complaint. The true criterion of an efficient city government is that it should be

removed BEFORE COMPLAINT and WITHOUT COMPLAINT.

The true glory of a city consists, not in palaces, temples, columns, the vain boast of art, or the proud magnificence of luxury, but in a happy, secure and contented people ; feeling the advantage of a vigorous and faithful administration, not merely, in the wide street, and the splendid avenue, but in every lane, in every court and in every alley. The poorest and humblest citizen should be made instinctively to bless that paternal government, which he daily perceives, watching over his comfort and convenience, and securing for him, that surest pledge of health, a pure atmosphere.

The individual, now entrusted with the executive power, by his fellow citizens, repeats that he promises nothing, except an absolute self devotion to their interests. To understand, maintain and improve them, he dedicates, whatever humble, intellectual, or physical power, he may possess.

Gentlemen of the City Council:

In all the relations, which the constitution has established between the departments, it will be his endeavor, by punctuality, and despatch in public business, by executing every duty and taking every responsibility, which belongs to his office, to shorten and lighten, your disinterested and patriotic labors. Should his and your faithful, though necessarily imperfect exertions, give satisfaction to our fellow citizens, we shall have reason to rejoice ;—not with a private and personal, but with a public and patriotic joy ;—for next to the consciousness of fulfilled duty, is the grateful conviction, that our lot is cast in a community, ready justly to appreciate, and willing actively to support, faithful and laborious efforts, in their service.

Should, however, the contrary happen, and, in conformity with the experience of other republics, faithful exertions be followed by loss of favor and confidence, still we shall have reason to rejoice ;—not, indeed, with a public and patriotic, but with a private and individual joy ;—for we shall retire, with a consciousness,—weighed against which, all human suffrages are but as the light dust of the balance.

Nathan Appleton
Speaker of the
House of Reps.

ADDRESS

TO THE
BOARD OF ALDERMEN,
AND
MEMBERS OF THE COMMON COUNCIL,
OF BOSTON,

ON THE
Organization of the City Government,
AT
FANEUIL HALL,

MAY 1, 1824.

BY
JOSIAH QUINCY,
Mayor of the City.

BOSTON:
PRINTED AT THE COMMERCIAL GAZETTE OFFICE.

1824.

CITY OF BOSTON.

IN COMMON COUNCIL, MAY 1, 1824.

Resolved, That Messrs. Coolidge, Frothingham and Stone, with such as the Board of Aldermen may join, be a Committee to wait upon the Mayor, and present him the thanks of the City Council, for the able and instructive Address delivered by him this day, and to request a copy for the press.

Sent up for concurrence.

FRANCIS J. OLIVER, *President.*

In the Board of Aldermen, May 3, 1824....Read and concurred, and Aldermen Baxter and Dorr are joined.

JOSIAH QUINCY, *Mayor.*

ADDRESS.

Gentlemen of the City Council:

THE first impulse of my heart, on thus entering, a second time, upon the duties of Chief Magistrate of this City, is to express my deep sense of gratitude, for the distinguished support, I have received from the suffrages of my fellow citizens. It has been, I am conscious, as much beyond my deserts, as beyond my hopes. May these marks of public confidence produce their genuine fruits—truer zeal,—greater activity, and more entire self-devotion to the interests of the city!

To you, Gentlemen of the Board of Aldermen, who have received such gratifying proofs of the approbation of your fellow citizens, permit me thus publicly to express the greatness of my own obligations. You have shunned no labor. You have evaded no responsibility. You have sought with a single eye, and a firm, undeviating purpose the best interests of the city. It is my honor and happiness to have been associated with such men. Whatsoever success has attended the administration of the past year, may justly be attributed to the spirit and intelligence, which characterized your labors and councils.

The Gentlemen of the last Common Council are also entitled to a public expression of my gratitude, for their undeviating personal support, as well as the zeal and fidelity which distinguished their public services.

It is proper, on the present occasion, to speak of the administration of the past year, with reference to the principles by which it was actuated. If in doing this, I enter more into detail than may seem suitable, in a general discourse, it is because I deem such an elucidation conformable to the nature of the City Government, and connected with its success. Whatever there is peculiar in the character of the inhabitants of Boston, is chiefly owing to the freedom of its ancient form of government, which had planted and fostered, among its people, a keen, ac-

tive, inquisitive spirit; taking an interest in all public affairs, and exacting a strict and frequent account from all, who have the charge of their concerns. This is a healthy condition of a community, be it a city, state, or nation. It indicates the existence of the only true foundation of public prosperity, the intelligence and virtue of the people, and their consequent capacity to govern themselves. Such a people have a right to expect a particular elucidation of conduct from public functionaries; whose incumbent duty it is to foster, on all occasions, among their fellow citizens, a faithful and inquisitive spirit touching public concerns.

The acts of the administration of the past year had reference to morals;—to comfort; and convenience; and ornament. A very brief statement of the chief of these, which had any thing novel in their character, will be made, with reference to principle and to expense. If more prominence be given to this last than may be thought necessary, it is because in relation to this, discontent is most likely to appear. In the organizing of new systems, and in the early stages of beneficial and even economical arrangements outlays must occur. These expenditures are inseparable from the first years. The resulting benefit must be expected and averaged among many future years. No obscurity ought to be permitted, concerning conduct and views in this respect. In a republic, the strength of every administration, in public opinion, ought to be in proportion to the willingness with which it submits to a rigorous accountability. With respect to morals;—there existed at the commencement of last year, in one section of the city, an audacious obtrusiveness of vice, notorious and lamentable; setting at defiance, not only the decencies of life, but the authority of the laws. Repeated attempts to subdue this combination had failed. An opinion was entertained by some, that it was invincible. There were those, who recommended a tampering and palliative, rather than eradicating course of measures. Those entrusted with the affairs of the city, were of a different temper. The evil was met in the face. In spite of clamor, of threat, of insult; of the certificates of those who were interested to maintain, or willing to countenance vice, in this quarter, a determined course was pursued. The whole section was put under the ban of authority.

All licenses in it were denied—a vigorous police was organized, which, aided by the Courts of Justice, and the House of Correction, effected its purpose. For three months past, the daily reports of our city officers have represented that section as peaceable as any other. Those connected with courts of justice, both as ministers and officers, assert that the effect has been plainly discernible in the registers of the jail and of prosecution.

These measures did not originate in any theories, or visions of ideal purity, attainable in the existing state of human society, but in a single sense of duty and respect for the character of the city; proceeding upon the principle that if in great cities the existence of vice is inevitable, that its course should be in secret, like other filth, in drains, and in darkness; not obtrusive; not powerful; not prowling publicly in the streets for the innocent and unwary.

The expense, by which this effect has been produced, has been somewhat less than one thousand dollars. An amount already perhaps saved to the community in the diminution of those prosecutions and of their costs, which the continuance of the former unobstructed course of predominating vice, in that section, would have occasioned.

The next object of attention of the City Government was cleansing the streets. In cities as well as among individuals, cleanliness has reference to morals as well as to comfort. Sense of dignity and self-respect are essentially connected with purity; physical and moral. And a city is as much elevated as an individual by self-respect.

To remove from our streets whatever might offend the sense, or endanger the health, was the first duty. To do it as economically as was consistent with doing it well, was the second.

How it has been done, whether satisfactorily as could be expected, in the first year and by incipient operations, our fellow-citizens are the judges. As far as the knowledge of the Mayor and Aldermen has extended, the course pursued has met with unqualified approbation and given entire content.

In respect to economy, there were but two modes—By contract,—or by teams and laborers provided and employed by the city. The latter course was adopted; and for several reasons. The value of what was annually taken from the surface of the

streets of the city, as well as the quantity, was wholly unknown. There were no data on which to estimate either, and of course no measure by which the amount of contract could be regulated. The streets of the city had been almost for time immemorial the revenue of the farmers in the vicinity; who came at will, took what suited their purposes and left the rest to accumulate.

It was thought important that the city should undertake the operation necessary to cleansing the streets, itself, not because this mode was certainly the most economical, but because it would be certainly the most effectual; and because, by this means the City Government would acquaint themselves with the subject in detail, and be the better enabled to meet the farmers hereafter on the ground of contract, should this mode be found expedient.

In order however, to leave no means of information unsought, contracts were publicly invited by the City Government. Of the proposals made, one only included all the operations of scrapping, sweeping and carrying away. This person offered to do the whole for one year, for *seven thousand dollars*. All the other proposals expressly declined having any thing to do with scrapping and sweeping; and confined their offer to the mere carrying away. The lowest of these, was *eighteen hundred dollars*. When it was found that the city was about to perform the operation on its own account, the same persons fell in their offers, from *eighteen* to *eight hundred dollars*; and when this was rejected, they offered to do it for *nothing*. And since the city operations have commenced, the inquiry now is, *at what price they can enjoy the privilege*. These facts are stated, because they strikingly illustrate how important it is to the city, that its administration should take subjects of this kind into their own hands, until by experience, they shall have so become acquainted with them, as to render their ultimate measures the result of knowledge, and not of general surmise or opinion.

The general result of the operations may be thus stated. At an expense of about \$4000, between six and seven thousand tons weight of filth and dirt have been removed from the surface of the streets. All of which have been advantageously used in improving the city property under circumstances and in situa-

tions, in which these collections were much wanted—on the Common, on the Neck lands, and at South Boston. There can be no question that in these improvements the city will receive the full value of the whole expense. To say nothing of what is really the chief object of the system, that the streets have been kept in a general state of cleanliness satisfactory to the inhabitants. By sale of the collections the next year it is expected that we shall be able to compare directly the cash receipt with the cash expenditure. (*See Note A.*)

The widening of our streets as occasions offered was the next object, to which the attention of the city administration was directed; and the one involving the greatest expense. The circumstances of the times, and the enterprize of private individuals opened opportunities, in this respect, unexampled, in point of number and importance. If lost they might never occur again, at least not within the lifetime of the youngest of our children. The administration availed themselves of those opportunities, as a matter of duty, in the actual condition of a city so extremely irregular and inconvenient as is Boston, in the original plan and projection of its streets. Important improvements have been made in Lynn—Ship—Thatcher and Mill Pond Streets;—in Hanover—Elm—Brattle—Court and Union Streets;—in Temple—Lynde—Sumner and Milk Streets;—in Federal—Orange—Eliot and Warren Streets. The expense has been somewhat less than twelve thousand dollars. (*See Note B.*) A considerable cost, in comparison, with the extent of the land taken; but reasonable and not more than might be expected, when considered with reference to the nature of the improvements, for the most part in thick settled parts of the city, where the land taken was very valuable and the improvement proportionably important.

Another object of attention during the past year has been the drains. The ancient system by which these were placed on the footing of private right was expensive and troublesome to individuals, involving proprietors in perpetual disputes with those making new entries, and was particularly objectionable as it respects the city, as that in a degree, it made our streets the subjects of private right, and as such placed them out of the control of the city authorities.

The principle adopted was to take all new drains into the hands of the city;—to divide the expense as equally as possible among those estates immediately benefitted; upon principles applicable to the particular nature of this subject, and retain in the city the whole property both as it respects control and assessment. In its first stages such a system must necessarily be expensive; but the result cannot fail to be beneficial and in a course of years profitable. During the past year, the city has built above Five Thousand feet of drain,—one thousand feet of which is twenty inch barrel drain, of this the city is now sole proprietor. It has already received more than one half the whole cost from persons whose estates were particularly benefitted; and the balance amounting to about four thousand five hundred dollars, is in a course of gradual, and as it respects the far greater part certain, ultimate collection. Considering the effect which well constructed drains must have upon the city expenditure in respect of the single article of paving, there can be but one opinion upon the wisdom and economy of this system.

A new Mall has been nearly completed on Charles Street, and all the missing and dead trees of the old Malls, the Common and Fort Hill, have been replaced with a care and protection, which almost insure success to these ornaments of the city.

The proceedings of the Directors of the House of Industry and the flattering hopes connected with that establishment would require a minuteness of detail, not compatible with the present occasion. They will doubtless be made the subject of an early and distinct examination and report of the City Council.

Two objects of very great interest to which the proceedings of last year have reference, remain to be elucidated. The purchase of the interest of the proprietors of the Rope Walks, west of the Common; and the projected improvements about Faneuil Hall Market.

The citizens of Boston, in a moment of sympathy and feeling for the sufferings of particular individuals, and without sufficient prospective regard for the future exigencies of the city, had voluntarily given the right of using the land occupied by the Rope Walks, to certain grantees, for that use. In consequence of the exclusion of the water by the Mill Dam, a tract of land has been opened either for sale, as an object of profit, or for use, as an ob-

ject of ornament, with which the rights of these proprietors absolutely interfered. It was thought that no moment could be more favorable than the present to secure a relinquishment of those rights. An agreement of reference has been entered into, with those proprietors, and the amount to be paid by the city for such relinquishment, has been left to the decision of five of our most intelligent, independant and confidential citizens, with whose decision, it cannot be questioned that both parties will have reason to be satisfied, notwithstanding it may happen that their award on the one side may be less, or on the other, more than their respective previous anticipations.

Touching the projected improvements, in the vicinity of Faneuil Hall Market, not only the extreme necessities of the city, in relation to space for a market, have led to this project, but also the particular relations of that vicinity have indicated the wisdom and policy, even at some risque and sacrifice, of bringing together in one compact, efficient and commodious connexion, the northern and central sections of our city, so as to facilitate the intercourse of business and enterprize between them, and bring into market, and into use, and into improvement, parts of the city, at present old, sightless, inconvenient, and in comparison with that competency, which must result from a judicious arrangement, at present absolutely useless.

Both these measures of the City Government, relative to the Rope Walks and to Faneuil Hall Market, will necessarily lead to what, to many of our citizens, is an object of great dread, a city debt.

As this is a subject of considerable importance, and touches a nerve of great sensibility, it ought to be well considered and rightly understood by our fellow-citizens. I shall, therefore, not apologize, for making, on this occasion, some observations upon it.

The right to create a debt is a power, vested by our charter, in the City Council. Now this, like every other power, is to be characterized by its use. This may be wise and prudent, or the opposite, according to the objects, to which it is applied ; and the manner and degree of that application. Abstractedly a debt is no more an object of terror than a sword. Both are very dangerous, in the hands of fools, or mad-men. Both are very safe, innocent and useful in the hands of the wise and prudent.

A debt created for a purpose, like that which probably will be necessary in the case of the Rope Walks, that of relieving a great property from an accidental embarrassment, is no more a just object of dread, to a city, than a debt created for seed wheat, is to a farmer; or than a debt for any object of certain return, is to a merchant.

So in the case of Faneuil Hall Market; what possible object of rational apprehension can there be in a debt, created for the purpose of purchasing a tract of territory; whose value must be increased by the purchase; which if sold cannot fail to excite a great competition; and if retained, the incomes of which, so far as respects the market, are wholly within the control of the City Authorities? It is possible indeed, that more may be paid for some estates than abstractedly, they may be worth. It is possible that great changes may take place in the value of real estate, between the time of the commencement, and the time of completing such a project. But the reverse is also quite as possible. Providence does not permit man to act upon certainties. The constitution of our nature obliges him, in every condition and connexion, to shape his course of conduct by probabilities. His duty is to weigh maturely, previous to decision, to consider anxiously both the wisdom of his ends, and the proportion of his means. Once decided, in execution he should be as firm and rapid, as in council, he has been slow and deliberate; cultivating in his own breast, and in the breasts of others, just confidence in the continuance of the usual analogies and relations of things.

The destinies of the City of Boston, are of a nature too plain to be denied, or misconceived. The prognostics of its future greatness are written on the face of nature, too legibly, and too indelibly to be mistaken. These indications are apparent from the location of our city, from its harbor and its relative position among rival towns and cities; above all, from the character of its inhabitants, and the singular degree of enterprize, and intelligence, which are diffused through every class of its citizens. Already capital and population is determined towards it, from other places, by a certain and irresistible power of attraction. It remains then, for the citizens of Boston to be true to their own destinies; to be willing to meet wise expenditures and

temporary sacrifices, and thus to cooperate with nature and providence in their apparent tendencies to promote their greatness and prosperity; thereby not only improving the general condition of the city, elevating its character, multiplying its accommodations and strengthening the predilections, which exist already in its favor; but also patronizing and finding employment for its laborers and mechanics.

It is true the power of credit, like every other power, is subject to abuse. But to improve the general convenience of the city, to augment its facilities for business, to add to the comfort of its inhabitants, and in this way to augment its resources, are among the most obvious and legitimate uses of that power, which doubtless, for these purposes, was entrusted to the City Council.

Having thus explained some of the principal proceedings and sources of extraordinary expense, occurring during the past year, I feel myself bound to make some general remarks, on the nature of the office I have had the honor to hold, and to which the suffrages of my fellow citizens have recalled me. It is important that a right apprehension should be formed concerning its duties, its responsibilities, the powers it ought to possess, and what the people have a right to expect, and what they ought to exact, from the possessor of it. And I do this the rather, because I am sensible that very different opinions exist upon this subject. There are those, who consider the office very much in the light of a pageant, destined merely to superintend and direct the general course of administration, to maintain the dignity, and to "dispense the hospitalities" of the city, and who deem the office in some measure degraded by having any thing of a laborious or working condition connected with it; and I am well aware that the practice in other cities justifies such an opinion. I have not thought, however, gentlemen, that a young and healthy republic, for such the City of Boston is, should seek its precedents, or encourage its officers in looking for models, among the corrupt and superannuated forms of ancient despotisms. On the contrary, it seemed to me incumbent on the early possessor of this office, in a state of society like that which exists in Massachusetts, and for which this city is pre-eminent, to look at the real character of that office, as it is indicated by the expressions of the charter, and exists in the nature of things, with little or

no regard to the practice of other places, or to opinions founded on those practices.

In this view, therefore, my attempt has been to attain a deep and thorough acquaintance with the interests of the inhabitants and of the city; and this not by general surveys, but by a minute, particular, and active inspection of their public concerns, in all their details.

Although this course has been the occasion of much trouble, and perhaps made me obnoxious to some censure, as being busy, and perhaps meddling, with matters out of my sphere, yet I have thought it better to expose myself to those imputations, than to forego the opportunities such a course of conduct afforded of obtaining a deep and thorough acquaintance with the business and interests of the city, which the charter plainly pre-supposed, and indeed was necessary to fulfil the duties, in a very humble degree, which it made incumbent. And the more experience I have had in the duties of this office—the more I feel obliged, both by precept and example, to press upon my fellow citizens the necessity of considering this as a business office, combining as indispensable requisites:—great zeal, great activity, great self-devotion, and as far as possible, a thorough acquaintance with the relations of the people.

Nor is it only necessary that these qualities should at all times be exacted of the Chief Magistrate and that he should be held to a rigid exhibition of them, in his official conduct, but on the other hand, it is also necessary that all the departments should be so arranged as to throw upon him the full weight of all the responsibility which the charter attaches to his office. Whatever has a tendency to weaken that sense of responsibility; above all, whatever enables the Executive Officer to cast the blame of weak plans, or inefficient execution, upon others, has a direct tendency to corrupt the Executive, and to deprive the citizens of a chief benefit, contemplated in the charter.

If there be any advantage in the form of a city, over that of a town government, it lies in one single word—*efficiency*. In this point of view, all the powers of the City Council may be considered as comprehending, also, the Executive power; of which the Mayor is but a branch. For they enact the laws, which enable his department to possess that efficiency, the charter con-

templates. Now efficiency means nothing more than *capacity to carry into effect*. Whatever form of organization of any department tends to deprive the Executive of the city, of the power to carry into effect the laws, or transfers that power to others, disconnected from his responsibility, has a direct tendency to encourage the Executive, in ignorance, inactivity or imbecility; which will inevitably, sooner or later, result, just in proportion as the organization enables him to throw the blame of mismanagement upon others, or not to hold himself accountable for it.

Within the narrow limits and in relation to the humble objects, to which the Executive power extends, its responsibility should be clear, undivided and incapable of being evaded. On the Executive should ultimately devolve the accountability for the efficiency of all the departments; and every organization is defective, which enables him to escape from it. Every citizen, in making complaints to this officer, should be certain of finding redress, or of being pointed to the path to obtain it. And as to those general nuisances, which offend sense, endanger health, or interfere with comfort, his power should enable him to apply a remedy upon the instant, or at least as readily as the nature of the particular subject matter permits; and to effect this, not by reference,—not by writing supplicatory letters to independent Boards, but personally, by application of means in his own hands; or by Agents, under his control, and for whom he is responsible.

The true theory of the form of government, which our fellow citizens have chosen, results in a severe responsibility of the Executive power, and with it are identified the true interests of the citizens and the real advantages of a city organization. But responsibility implies a coextensive power as its basis. The one cannot and ought not to exist without the other. The Charter makes it the duty of the Mayor “to be vigilant and active at all times, in causing the laws for the government of the city to be duly executed and put in force.” Now how can vigilance and activity be expected in an officer, in relation to a great mass of laws, and those of the most critical and important character, the execution of which is formally and expressly transferred to others; with whose execution if he directly interferes, he takes the risque of giving offence to the nice sense of honor and right of

an independent Board? The charter makes it his duty "to inspect the conduct of all subordinate officers in the government thereof, and as far as in his power to cause all negligence, carelessness, and positive violations of duty to be prosecuted and punished." Now how can he do this, when those, who execute your laws do not consider themselves as subordinate and are justified in that opinion by the form and circumstances of their organization?

Again the Charter plainly implies, that the Mayor of this city should make himself acquainted thoroughly and intimately with all its great interests, "with its finances, its police, its health, security, cleanliness, comfort and ornament."

Now what encouragement is there to endeavor to fulfil these duties, when any of its great interests are so constituted or vested, that he has no control over them, nor any power of making any inquisition into their state or conduct, except by personal solicitation and request;—not denied, indeed, out of politeness and respect, but perhaps granted, not because he has a right from his official relation to claim, but because, on the present occasion, there exists a willingness to give, the desired information?

The organization of the Executive power by division among independent Boards has a direct tendency to corrupt a weak Executive officer and to embarrass one of opposite character.

The study of the former will naturally be to get along easily; for this purpose he will yield whatever power another department is disposed to take for thus *his* responsibility is diminished; and instead of a single definite, decided official action, on every occasion giving security to the citizen, regardless of personal consequences, his course will be timid, shuffling, and compromising; beginning with the vain design of pleasing everybody; and ending with the still vainer, of expecting, in this way, long to maintain either influence or character.

An Executive, on the contrary, who is firm and faithful to the Constitution of the City, will exercise the powers it confers. He will claim the right to inspect all subordinate officers; he will consider every branch of Executive power, emanating from the City Council as subordinate by the Charter to the City Executive. He will claim of all such an accountability that will

enable him to understand every interest of the city in detail. Such a course would, probably, sooner or later lead to controversies concerning the rights and dignities of independent Boards;—to heart-burnings and jealousies—perhaps to pamphlets and newspaper attacks, which if he does not answer, it will be said, that it is because he cannot;—and which if he does answer, will lead to a reply and that to a rejoinder;—and thus the Executive of the city, instead of a simple and plain exercise of power, humble and limited in its sphere, yet important to be both efficient and unembarrassed, may be harrassed with disputes about the pretensions, authorities and dignities of rival powers; vexatious and unprofitable; terminating in nothing but divisions in the city and inefficiency in the execution of the laws.

I have deemed it my duty to express myself thus distinctly, and in a most unqualified manner, upon this point; and the rather, thus publicly, because opinions in this respect are liable to be misrepresented, or misunderstood. On such occasions therefore, I choose to throw myself on the intelligence and virtues of the mass of my fellow citizens; whose interests, as I understand them, it is my single desire steadily to pursue, and who, whether they coincide, or differ with me, in relation to the particular mode of pursuing those interests, will, I have a perfect confidence, justly appreciate my motives.

The result of my experience during the past year, on this subject, is this, that the interests of the city are most deeply connected with such an organization of every branch of Executive power, as that the ultimate responsibility, for the execution should rest upon the Mayor; and which he should therefore, be incapable of denying, or evading. That at all times, the blame should rest upon him without the power of throwing it off upon others, in case of any defect of plan, or any inefficiency in execution.

In making these remarks, I trust I shall not be understood as not appreciating as I ought, in common with my fellow citizens, the exertions and the sacrifices of those excellent, intelligent and faithful men, who in present and in past times, with so much honor to themselves, and advantage to the community, have administered the concerns of independant departments. I yield to none of my fellow citizens, in my sense of gratitude and respect

to them, both as officers and individuals. But the organization of a city, is, in the nature of things, essentially different from that of a town. The relation to the city in which I have been placed, have compelled me to contemplate, and prospectively to realize the certain embarrassments, which must result from an organization of the Executive department; varying from that simplicity which the charter establishes, as likely, deeply to effect the efficiency of the system, now upon trial; and to encourage, and sooner or later to introduce both imbecility and inactivity into an office, which can alone be beneficial to the city, when it is possessed by directly opposite qualities.

I have no apprehension that my fellow citizens will attribute these suggestions, to a vulgar and vain wish to extend the powers of an office, holden but for a year, on the most precarious of all tenures. The efficiency of this new form of government is mainly dependant on its simplicity, and on the fact that its responsibility is undivided, and cannot be evaded if the departments be organized on charter principles. Much of the benefit of the new system, will depend on the spirit which characterises its commencement. On this account, the individual now possessing the Executive power, is anxious on the one hand, that none of its essential advantages should be lost through any timidity on his part, in expressing opinions, the result of his experience, or through any unwillingness to incur any labor, or meet any just responsibility. On the other, he has no higher ambition than by a diligent, faithful and laborious fulfilment of every known duty, and exercise of every charter right, to set such an example, and establish such precedents as will give to this new government a fair impulse, and a permanent and happy influence upon the destinies of the inhabitants of this city.

Gentlemen of the City Council,

It is the felicity of all who are called to the Government of this City, that they serve a people, capable of appreciating, and willing actively to support, faithful and laborious efforts in their service. A people, in all times distinguished for uniting love of freedom with respect for authority. May it be your happiness, as it will be your endeavor to maintain those institutions, under which such a people have been elevated to so high a degree

of prosperity ! Under your auspices, may the foundations of the fabric of their greatness be strengthened, its proportions enlarged, its internal accommodations improved ! May the spirit of liberty, and the spirit of good government continue to walk hand in hand, within these venerable walls ; consecrated by so many precious recollections. And when we shall have passed away, and the places which now know us, shall know us no more, may those who come after us, be compelled to say, that the men of this age were as true to the past and the future, as to their own times ;—that while they had preserved and enjoyed the noble inheritance, which had descended to them from their ancestors, they had transmitted it not only unimpaired, but improved to their posterity.

NOTE A.

This statement here made relates to the general result of the operations for the year. These were twofold. The first, occasional, by hired teams immediately after the organization of the City Government, the last year, and having for its object the thorough cleansing of the streets, lanes and alleys of the city.

This first cleansing cost \$1400

By it upwards of three thousand tons weight of filth and dirt were ascertained to be removed from the surface of the streets, &c.

The second was permanent, and took place subsequently. The cost to the first of March was—

For horses, harness, teams, sleds, 700

For sundries, including horse keeping, stable hire, farriers' bills, repairs, &c. 700

Drivers, 600

Superintendent and sweepers, 1800—3800

Expense of the whole, \$5,200

At which expense, city work, not connected with streets, has been done, which would have cost the city, according to the account and estimate of Aldermen Patterson and Eddy, . . . 1000

Value of horses and teams, on hand, 600—1600

Thus at the expense of \$3800

Three thousand tons of filth were removed as above stated, by the first operation ; two thousand eight hundred tons of manure were collected and have

AN

ADDRESS

TO THE

BOARD OF ALDERMEN

AND

MEMBERS OF THE COMMON COUNCIL

ON THE

Organization of the City Government

JANUARY 1, 1828.

BY JOSIAH QUINCY

Mayor of the City.



BOSTON :

FROM THE PRESS OF N. HALE.....CITY PRINTER.

1828.



D.R.
5

B.H.

Feb. 15, 1894.

ADDRESS.

Gentlemen of the City Council,

We assemble under circumstances of great municipal prosperity, and with very decisive evidences of the content of our fellow-citizens with the general conduct of their affairs. A brief recurrence to a few of the principal relations of our city, will, however, be useful, and tend to strengthen public satisfaction and confidence.

During the first years of the city government its attention was naturally directed to important local improvements, and to the enlarging of our means of protection against the dangers to which all great cities are subject, and which the form of the ancient government was not well calculated to effect. The number and greatness of these improvements and preparations, together with the short period in which they were executed, led, necessarily, to the creation of a debt, on a scale, which excited, in some minds, apprehensions—cautious men began to fear lest an increase of debt would become the habit of the city government. The experience of

the past year has shown that it is no less willing to adopt and enforce a rigid system of economy, than the practice of preceding years had shown it to be capable of using, on proper occasions, the public credit. The appropriations made at the commencement of the last year have been respected, with an exemplary strictness. None have as yet been exceeded. To one or two additions will be required; but in every instance, it is believed it will be found that they have been occasioned by circumstances, accidental in their nature, and not within the control of the expending authority; and that they can be supplied by the transfer of the surplus, existing in other appropriations. There can scarcely be expected, in any future year a greater exactness in this respect, than the past has exhibited.

The measures adopted by the last City Council to give a permanent and efficient character to the reduction of the city debt, have been attended with all the success which was anticipated. Before the current financial year closes, more than one hundred thousand dollars of the pre-existing city debt will be discharged. It requires only a steady perseverance in the same system, to place the resources of the city on an enviable and satisfactory foundation.

The diminution of the number of complaints in every branch of police, indicates a very general content with its administration. In no preceding year has the general order been better maintained.

Nor, in a population so great, and rapidly increasing, can it be expected that vice and crime should be less obtrusive, or more restrained.

It is a subject of congratulation, that the new arrangements in our health department, whereby responsibility and efficiency have been endeavored to be obtained by the concentration of its powers, in the board of Aldermen, the health physician and police officer, should have resulted in such apparent advantage. Notwithstanding a constant and increasing intercourse with Halifax, a city suffering under the most malign form of the small pox,— notwithstanding the same disorder has been brought to this city in repeated instances, from that and from other cities,—and notwithstanding it has appeared with some activity in towns in our immediate vicinity, yet by the vigilance of the health department every occurring case has been detected, insulated or removed. Until the last week no instance of its having been communicated within this city is known or suspected. The circumstances of that week have been the subject of a public official statement. Since that publication only one case has occurred, and that has been promptly removed to the island. Nor is any case now known, or believed to exist within the city.

Although great credit is due to the health physician and police officer, for their vigilance and activity, yet it cannot be questioned that their labors have been diminished, and their success facilitated by the general vaccination, which took place under the authority of former city Councils.

The state of the hospital at Rainsford's Island, and its general police, so far as depends on the health physician and island keeper, is very satisfactory. Applications from the local authority of several towns, in this vicinity, to transfer their infected citizens to that establishment have been promptly granted. The willingness with which those citizens have permitted themselves to be thus transferred and even the desire, exhibited by some of them, who were individuals of great respectability in their respective towns, to avail of this privilege, in preference to remaining insulated in their own vicinity, strongly indicates the satisfaction of the public with that establishment, and their confidence in the professional ability with which it is conducted.

The general state of the health of the city is not only a subject of devout thankfulness, but is also a circumstance not to be omitted, in estimating the effects of the general arrangements of its police. Tables, founded on the bills of mortality of this city and constructed on the usual principles, show that for the four years past, from 1824 to 1827 inclusive, the annual average proportion of deaths to population has not only been less than that in any antecedent year, but it is believed less than that of any other city of equal population on record.

The bills of mortality of this place, and calculations made on them for the eleven years, from 1813 to 1823, inclusive, show, that the annual average proportion of deaths to population was about *one in forty-two*.

Similar estimates on the bills of mortality of this city since 1823, show, that this annual average proportion was for the four years, from 1824 to 1827 inclusive, less than *one in forty-eight*; for the three years from 1825 to 1827, inclusive, less than *one in fifty*; for the two years from 1826 to 1827, inclusive, less than *one in fifty-five*; and for the last year, 1827, scarcely *one in sixty-three*.

Upon the usual estimates of this nature, a city of equal population, in which this annual average should not exceed *one in forty-seven* would be considered as enjoying an extraordinary degree of health.

Calculations of this kind are necessarily general, and exactness in precise results, owing to the uncertainty in the annual increase of population, cannot be expected; enough appears, however, from unquestionable data to justify the position that since the year 1823 this city has enjoyed an uncommon and gradually increasing state of general health, and that for the two last years it has been unexampled.

It will be recollected by the City Council that, in the year 1823, a systematic cleansing of the city, and removal of noxious animal and vegetable substances was adopted under their auspices, and have been persevered in to this period, with no inconsiderable trouble and expense. Now, although it would be too much to attribute the whole of this important improvement in the general health of this city to these measures, yet when a new system was

at that period adopted, having for its express object, this very effect,—the prevention of disease, by an efficient and timely removal of nuisances, it is just and reasonable to claim for those preventive measures, and credit to them, a portion of that freedom from disease, which has, subsequently to their adoption, resulted, in a degree, so very extraordinary. It is proper to adduce this state of things, by way of encouragement to persevere in a system, which has its foundation in the plainest principles of nature and reason, and which is so apparently justified by effects.

I am thus distinct in alluding to this subject, because the removal of the nuisances of a city is a laborious, difficult, and repulsive service, requiring much previous arrangement, and constant vigilance, and is attended with frequent disappointment of endeavours, whence it happens that there is a perpetual natural tendency, in those entrusted with municipal affairs to throw the trouble and responsibility of it upon subordinate agents and contractors ; and very plausible arguments of economy may be adduced in favor of such a system. But if experience and reflection have given certainty to my mind upon any subject it is upon this ; that upon the right conduct of this branch of police, the executive powers of a city should be made directly responsible, more than for any other ; and that it can never, for any great length of time, be executed well, except by agents under its immediate control, and whose labors it may command, at all times, in any

way, which the necessities continually varying, and often impossible to be anticipated, of a city, in this respect, require.

In the whole sphere of municipal duties, there are none more important, than those which relate to the removal of those substances, whose exhalations injuriously affect the air. A pure atmosphere is to a city, what a good conscience is to an individual ; a perpetual source of comfort, tranquillity and self-respect.

The general confidence, resulting from our fire department is an ample justification of the great expenditures which have been made, in bringing it to that state of preparation and efficiency, in which it now exists. Besides the sense of security it has induced, the direct pecuniary gain to the community is capable of being very satisfactorily estimated. Since the renovation of that department and its establishment on its present footing, the rates of insurance on real property, within this city, have been reduced *twenty per cent.* I am authorised by several Presidents of our principal insurance offices, to state that this reduction has been *solely owing* to confidence in the present efficiency of that department. The saving in this reduction of premium alone, is stated by them not to be less, on the insurable real estate of this city, than ten thousand dollars annually ; in other words, it is equal to a remuneration, in three years, for the whole cost of the department. It is now distinguished not only for the efficiency of its engines and apparatus, but by

its exemplary spirit of discipline. The utmost harmony also exists among its members, officers and companies.

The expediency and mode of still farther extending our present system of public schools, so as to embrace higher branches than those at present taught in them will, probably, in some form, be brought before the City Council.

In a city, which already expends *sixty thousand dollars* annually, on its public schools; which has a capital of, certainly not less than, two hundred thousand dollars invested in school-houses alone, and whose expenses, under this head, must, from the increasing nature of its population, unavoidably increase every year, attempts to extend the existing system of instruction, must, necessarily, give occasion to much solicitude and reflection. The great interest and duty of society and its great object in establishing public schools, is to elevate as highly as possible, the intellectual and moral condition of the mass of the community. To this end our institutions are so constituted as to put every necessary branch of elementary instruction within the reach of every citizen, and to infuse, by the books read and branches taught in them, similar general views of duty and morals; and similar general principles, relative to social order, happiness and obligation, throughout the whole society. Such is the present, general character of our common schools;—so called, because they are the common right and common property of every citizen.

If other and higher branches of instruction are to be added to those, embraced by our present system of public education, it deserves serious consideration, whether the duty and interest of society does not require that they should be added to our common schools ; and enjoyed on the same equal principles of common right and common property. In other words, whether the new branches shall not be for the benefit of the children of the whole community, and not for the benefit of the children of, comparatively, a few.

Every school, the admission to which is predicated upon the principles of requiring higher attainments, at a specified age, or period of life, than the mass of children, in the ordinary course of school instruction at that age, or period, can attain, is, in fact, a school for the benefit of the few ; and not for the benefit of the many. Parents, who, having been highly educated themselves are, therefore, capable of forcing the education of their own children ; parents, whose pecuniary ability enables them to educate their children at private schools, or who by domestic instruction are able to aid their advancement in the public schools, will, for the most part, enjoy the whole privilege. In form, it may be general ; but it will be, in fact, exclusive. The sound principle, upon this subject, seems to be, that the standard of public education should be raised to the greatest desirable and practicable height ; but that it should be effected by raising the standard of our common schools.

Among the general principles of public policy, by which the prosperity of cities is effected, there is one, which by many of our citizens, and those of great wealth and respectability, is considered to be onerous and oppressive, and which, it is thought, has a material and injurious influence on the advancement of a city like ours, engaged in an active mercantile competition with intelligent and enterprising rival cities, in which no such principle of public policy exists. Although the subject properly belongs to the sphere of State Legislation, yet as the mischief is thought chiefly to affect this city, it seems desirable, and would give satisfaction to a very great class of our fellow-citizens, to have the practicability of a change, in this principle, submitted to the test of a public examination.

I allude to the system of *assessing taxes on the principle of an arbitrary valuation, without relief.*

Although the formal provisions of the law are so framed as to conceal the character of the principle, yet it is practically that which I have stated. It is a valuation, arbitrary in its nature, and, in point of fact, without relief.

The character of the principle is concealed by the opportunity, which is formally given to every individual, if he pleases, to exhibit previous to assessment, perfect lists of his estate. On his neglect of this opportunity the right to *doom*,—that is, arbitrarily to value and assess is assumed and justified.

Now it is notorious that, in every great mercantile city, such an exhibit would if made truly, as its respects many, be ruinous ;—that as it respects very many, it is absolutely impracticable, and that a public annual developement of the exact relation of his resources, would disastrously affect almost every man of property in society, either by embarrassing his operations, or by needlessly exposing his condition to the curious, the envious, or the inimical. When, therefore, the law offers an opportunity to exhibit true lists of their property, as a privilege of which multitudes cannot avail themselves, and which it is the interest of every man in society to reject, it offers a shadow and not a substance ; it is only a formal and not a real privilege. And when it finds the right arbitrarily to assess, on the neglect of an opportunity of such a character, it exercises in effect a despotic power, not the less objectionable, on account of its being veiled under the pretence of being justified by failure to perform an impracticable or ruinous condition. To show that such is the practical character of this principle it will be sufficient simply to state that the last year, an uncommon number of persons and a greater amount of property was exhibited in previous lists than in any antecedent year in this city, yet that out of more than twelve thousand taxable persons only *twenty-six* gave in such lists, and in a city the valuation of which exceeded sixty-five thousand of dollars, the amount exhibited in these lists was only *four hundred and three thou-*

sand. A more direct proof, how nominal and fallacious this privilege to exhibit is universally deemed, could not be adduced. It is in effect, an arbitrary valuation, and it is without relief. For if this fallacious privilege be neglected, the Courts are, by statute provision prohibited from making abatements ; and in our convention of Assessors, in all cases above sixteen dollars, it is practically a settled principle that such neglect precludes the applicant from the privilege of abatement.

Did the effect of these principles terminate with the individual, it would be of less importance, but it re-acts upon society ; and especially on a mercantile community, whose prosperity must necessarily be affected by it, in a greater or less degree.

It should be the settled policy of mercantile cities to allure and detain capitalists. Of all classes of men, these are the quickest to discern, and are in a situation the most favorable to take advantage of the relative principles which the laws and policy of different cities apply to their condition. Their activity, enterprise, and capital, give life and support to the industry of the labouring and mechanic classes. Whatever drives capitalists from a city, or makes them discontented with it, has a direct tendency to deprive those classes of their best hopes. Now, what can have a more direct and natural tendency to such an effect than the certainty that there is no escape from an arbitrary valuation and assessment, except compliance with a condition which is ruinous to some, impracticable to

others, and repulsive to all? Unless indeed it be, a further certainty, which in this case, also exists, that from such an assessment, once made, there is absolutely no hope of relief!

That this city has lost important and valuable citizens, and great capitalists, in consequence of the operation of this principle, is a known fact. How many more have been deterred from uniting their destinies with ours, and have been led by it to place their capital, in employ, in other cities, it is not possible to estimate, but that there have been such is also positively known.

Other great cities, our neighbours, and honorable rivals, have no such arbitrary principle connected with their system of assessment. Having opened a correspondence with the respective Mayors of New York, Philadelphia and Baltimore on the subject, they have each of them, with great promptitude and politeness, transmitted a transcript of the principles and course of proceedings of their respective cities in relation to assessments.

In all of these cities there seems to exist a general content with the principle on which assessment is made, whatever discontent may individually exist in the application of it. In neither of them is any exhibit of personal property required antecedent to assessment. In all of them previously to finally closing the assessment an opportunity is given to those, who deem themselves aggrieved, to be heard, and to have the assessment modified, according to the truth of their case.

The subject has great relations. I refer to it out of respect to an opinion, very general in this city, that our principles of taxation are injurious to its prosperity. It is a subject worthy of deliberate consideration, and an examination into it would give to many good citizens great satisfaction, even should the result be that a change was impracticable, or inexpedient.

For the renewed evidences I have recently received of the confidence of my fellow-citizens, I can only renew the assurance of a life and thoughts exclusively devoted to understand and pursue their best interests.

Census of Boston, taken in 1810, 33,250.

Do. of do. do. in 1820, 43,298.

Average annual increase for the above ten years, 1,004.

Census of Boston, taken in 1820, 43,298.

Do. of do. do. in 1825, 58,281.

Average annual increase in the above five years, 2,966.

TABLE I.

Estimate of the proportion of deaths in the City of Boston to the population for each year, in a series of eleven years, from 1813 to 1823, inclusive. Together with the average proportion for the whole period.

Years.	Population.	Whole number of Deaths.	Proportion of deaths to population as 1, in
1810	33,250 1,004		
1811	34,254 1,004		
1812	35,258 1,004		
1813	36,262 1,004	786	46.13
1814	37,266 1,004	727	51.25
1815	38,270 1,004	851	44.97
1816	39,274 1,004	904	43.44
1817	40,278 1,004	907	44.40
1818	41,282 1,004	971	42.00
1819	42,286 1,004	1070	39.52
1820	43,290 2,996	1103	39.23
1821	46,286 2,996	1420	32.59
1822	49,282 2,996	1203	40.96
1823	52,278	1154	45.30
			469.79
Average proportion for the above eleven years,			42.71

TABLE II.

Estimate of proportion as in preceding table, since 1813.

Years.	Population.	Whole number of deaths.	Proportion of deaths to population.
1823	52,278 2,996		
1824	55,274 2,996	1297	42.61
1825	58,270 2,996	1450	40.18
1826	61,266 2,996	1254	48.85
1827	64,262	1022	62.87
			194.51
Average proportion for the above four years,			48.62

Proportion of deaths as by the above table.

Years.			
1825	40.18		
1826	48.85	1826	48.85
1827	62.87	1827	62.87
	151.90		111.72
Average proportion for three years.	50.58	Average proportion for two years.	55.86

Number of deaths in the City of Boston in the following years.

TABLE III.

January.	1813	1814	1815	1816	1817	1818	1819	1820	1821	1822	1823	1824	1825	1826	1827
February.	57	62	51	91	71	71	79	92	112	85	97	94	99	97	80
March.	70	53	57	98	67	60	69	64	66	82	78	81	119	88	67
April.	77	65	62	83	71	91	77	97	106	104	97	109	83	106	92
May.	69	56	60	87	67	70	59	70	93	94	88	96	111	101	83
June.	68	44	56	72	62	78	72	71	112	77	96	82	121	114	88
July.	60	40	52	53	60	83	52	77	110	77	72	101	99	69	69
August.	59	63	59	61	64	75	85	78	139	80	67	91	170	102	86
September.	46	79	83	64	151	77	139	107	160	109	95	125	152	133	109
October.	77	51	103	74	98	88	136	126	164	126	135	154	145	128	106
November.	77	100	114	70	99	104	108	125	121	130	143	135	123	118	81
December.	52	66	76	69	59	89	103	99	115	114	102	118	106	93	83
	74	43	84	91	47	76	91	97	122	125	84	134	120	75	78
	786	727	851	904	907	971	1070	1103	1420	1203	1154	1297	1450	1254	1022

Health Office, January 1828.

I hereby certify that the above is a true statement from the books kept in my Office.

SAMUEL H. HEWES.

Superintendent of Burial Grounds.

John French, Jr. 13

AN

ADDRESS

TO THE
BOARD OF ALDERMEN,

AND

MEMBERS OF THE COMMON COUNCIL,

OF BOSTON,

ON THE

ORGANIZATION OF THE CITY GOVERNMENT,

JANUARY 5, (1829.)

—
BY HARRISON G. OTIS,
Mayor of the City.

—
BOSTON :
JOHN H. EASTBURN...CITY PRINTER.

—
1829.

In Common Council, Jan. 5, 1829.

Ordered, That Messrs. GIBBENS, GOULD, and TURNER, be a Committee to wait on the Mayor and request a copy of his Communication made to the City Council this day, for publication.

Attest,

THOMAS CLARK, *Clerk.*

*From the Clerk
85/62
Apr. 13, 1848.*

ADDRESS.

Gentlemen of the City Council,

Nothing could be more unexpected by me, than the circumstances, by the result of which I find myself in this place. After nearly thirty years of occupation in public affairs, with but short intermissions, I resigned my seat in the National Legislature, with an intense desire and, as I thought, unalterable purpose of passing the few years that might remain for me, in a private station. The objects for which I became a humble actor in the political scene were attained. The tempest which uprooted the institutions of the old world had subsided. The broils which had agitated and endangered our own country and kept the minds of all who took part in them in a state of discomfort were extinguished. The Constitution was preserved, the Government wise, and the people happy. Opportunity had been afforded of supporting by my feeble aid, an administration which under a different aspect of affairs I had opposed. The public favor and confidence, both in measure and duration had exceeded my estimate of my own pretensions, and though it was not to be dissembled that this favor was in the wane, I carried into retirement the consolation that if my services had not been valuable neither had they been expensive to my country; as I had never sought nor lingered long in any office of emolument. And I indulged the hope that having done nothing to forfeit the approbation of my friends, the rigorous judgement formed of my conduct by those from whose political system I had formerly the misfor-

tune to dissent would not follow me beyond the tomb, and that the candid and charitable portion of them would not finally withhold from my motives and intentions, the justice which I have never been consciously backward to render to theirs. From this retirement I have been called by my Fellow Citizens, for a short season, under circumstances which make it a duty to obey their will. Their invitation was the more grateful as it was spontaneous. And great indeed will be my gratification, if by cooperating with you, I shall be considered as having in any reasonable measure requited a demonstration of good will from my Fellow Citizens so flattering and honorable to me.

It is now my province and it will soon become my duty to communicate to you such information as may be requisite, and to recommend such measures as may seem to be conducive to the best interests of our city. But I stand merely upon the threshold of an office, with the interior of which most of you are more familiar than myself. I can touch only upon general topics, assuring you however, that I will apply my entire time and attention to master the business of this department, and to apprise you of such details as you have right to expect. And the utmost exertion of my faculties shall not be wanting in constant and united effort to cherish and extend the prosperity of the interesting concerns committed to our charge. It is indeed fortunate for us all that the administration of this department has hitherto been conducted under the auspices of those, whose different qualifications were eminently adapted to the varying exigencies of the station which they successively occupied. The novel experiment of city government was commenced by your first lamented Mayor with

the circumspection and delicacy which belonged to his character, and which were entirely judicious and opportune. He felt and respected the force of ancient and honest prejudices. His aim was to allure, not to compel. To reconcile by gentle reform, not to revolt by startling innovation, so that while he led us into a new and fairer creation, we felt ourselves surrounded by the scenes and comforts of home. His successor entered upon office with the characteristic energy of his distinguished talents. He felt that the hour had arrived for more radical reformation, and that the minds of the citizens were ripe for greater change and more permanent improvements and he devoted an assiduity that can never be surpassed to a developement and application of the resources of the city which have materially contributed to its ornament, comfort, health, accommodation and in all respects lasting advantage. We are surrounded on all sides with the monuments of this enterprising disinterested zeal. But they could not be consummated without expense. This affords to some a serious subject of speculation on the future, and to others of complaint. But after such cursory examination of the state of our finances as time and opportunity have enabled me to make since I found it to be a duty, I perceive indeed the necessity of strict economy, but no just cause for uneasiness or complaint. Documents just made public, shew the outstanding funded debt, (after deducting the amount of good and convertible securities,) is about six-hundred and thirty-seven thousand dollars. For the gradual extinguishment of this debt, provision is made by standing regulations appropriating fifteen thousand dollars annually from the city tax;—the balances in the Treasury at the end of the year, monies arising

from the sales of real estate and payments made on account of the principal of bonds and notes. This process may be accelerated at your pleasure by providing for a more rapid sale of the City Lands.—A subject on which I will be better prepared than I am at this moment, to give an opinion. The appropriation for the expense of the current financial year which begins in May was three hundred twenty-eight thousand, six hundred twenty-five dollars, of which the assessed taxes constitute an amount of two hundred thirty-five thousand dollars. It is not perceived at present that this sum can be diminished. But while unceasing attention is due to the devising of ways and means for alleviating taxes, there is encouragement to presume that if this cannot be effected by lessening the nominal amount ; an increasing population and resources by bringing to the support of the burden a greater contribution of strength will diminish its pressure on the individual.

In relation to the debt itself, it should be remembered that we retain in a great measure at least, the value received. Our money has not evaporated in airy speculations, or been lavished in corrupt expenditures. Works of permanent utility have been established. The market-house, house of industry, prison, schools and other substantial monuments have been erected. Our crooked paths have been made strait and widened, and new avenues have been opened. The benefit of these and of some other improvements will extend to many generations yet to come, and those which immediately succeed should be content to share a fair apportionment of the equivalent paid ; should it be necessary or convenient to procrastinate a total redemption of the debt. It is possible that

the scale on which some of these improvements were projected is somewhat in anticipation of future exigencies. But it is doubtful whether great plans without this ingredient would deserve to be regarded as improvements, supposing the City destined to advance in prosperity. On the other supposition no great plan would in fact be an improvement, for none such should be undertaken. If a market would barely accomodate those who resort to it this year, inconvenience would arise the next year. The same remark is applicable to school-houses, to streets and in a degree to all public buildings. We must proceed, (certainly with discretion,) on the presumption that population and wealth have not come to a stand, and if none of us would now be ready to surrender these appendages in return for the price of the purchase, that consideration should go far towards reconciling us to the conditions on which we have obtained them.

From the great improvements which were required by the necessities of the City two inconveniences have arisen, which were unavailable and will it is believed be temporary. First, a sudden transfer of value from some parts of the city to others, by which the proprietors of old estates have been injured, while by the increase of accomodation beyond the demand, the purchasers of the new have failed to realize the fair profits of their investments. Secondly, the City became a purchaser of lands to sell again and thus far a competitor with individuals, in private enterprise. Probably therefore the time has come, when prudence may recommend a pause from great and expensive attempts, and it may be incumbent on us who are entrusted with this years' administration, to look rather to the preservation and completion of what

has been finished or commenced than to new undertakings. There is however wanting to the City a convenience of which, it is ventured to assert, it should never lose sight. An abundant supply of wholesome water. The object has been placed before the City Council on a former occasion by my predecessor in striking relief, and I am free to avow my conviction of the correctness of the views by him exhibited in relation to it.

Another object however is lately brought into view by the spirit of the age we live in, the importance of which, if within the reach of the city, it would not be easy to exaggerate. A communication with the country by railway. This city from its earliest foundation has been advancing in a regular progression of populousness and wealth. And though in both these respects, it has not kept pace with some other cities, yet the population has increased in a ratio sufficiently indicative of its prosperous tendencies, and wealth continues to bear a greater proportion to population, than is perhaps elsewhere to be seen. So long as these advantages shall continue, the growth of our sister cities will furnish no cause of envy or regret. The time which has elapsed since the treaty of Ghent, enables us to form a sufficiently correct estimate of the probable operation of circumstances on the interests of this city in any other period of peace of the same duration. We have experienced all the vicissitudes of business which arise from a transition from war to peace, and the efforts made by commerce both external and internal to adjust themselves to new positions and to surmount the embarrassments and consequences inseparable from such change. Among these may be reckoned the fluctuation of trade with foreign

countries, the perplexities growing out of their commercial regulations and on the whole its sensible diminution. The effects of excessive exports and imports. The occasional drains and refluxes of specie. The corresponding increase of the coasting trade. The alternations of scarcity and surplus in the money market by the operations of the banking system. The rise and progress of the manufacturing interests and the variations in the employment afforded to the middling and labouring classes of our fellow citizens. The result of these mutations proves the condition of our city to be sound and vigorous. Great fortunes are no longer accumulated, but judicious enterprise and honest industry are generally rewarded by competent gain. The mechanic is employed and the labourer receives his hire. This state of things demands our highest gratitude to the giver of all good, and justifies the inference that if we can maintain our natural resources and connexions we shall find no cause for despondence. But it is not to be disguised that these connexions are menaced with interruptions and diversions, requiring exertion and vigilance to obviate their effects. All parts of the Union but New-England are alive to the importance of establishing and perfecting the means of communication by land and water. The magic of raising States and cities in our country to sudden greatness seems mainly to consist in the instituting of Canals and Rail Roads. The choice therefore is not left to us of reaping the fruits of our natural resources and abstaining from all part in these enterprises. This State and City must be up and doing or the streams of our prosperity will seek new Channels,—We must preserve our inter communication with each other and our Sister States

by the methods which they adopt or we shall be left insulated. Our planet cannot stand still, but may go backward without a miracle. The question will arise and we must prepare to meet it, not whether Rail Roads are subjects of lucrative speculation, but whether they be not indispensable to save this State and City from insignificance and decay. It would be quite premature to enlarge in a dissertation on particulars connected with this subject.— Unless the surveys and calculations of skilful persons employed in this business are fallacious, there is no doubt that a Rail Road from this city to the Hudson may be made with no greater elevation in any part than is found between the head of Long Wharf and the Old State House; and that the income would pay the interest of the capital employed. Reports and documents from Commissioners, appointed by the Legislature, may it is believed, be expected at an early day; should they be as favourable as is anticipated, to the practicability of the undertaking, they will present to our citizens and to us, materials for more grave consideration, than can arise from any other subject. I will not trust myself to express the joy I should feel in ascertaining that the undertaking is not only feasible, but within the compass of the resources of the state or city, or of enterprising individuals, or of all united; and that they would be so applied. These feelings, however, will never I trust, stimulate me to recommend measures that shall not have undergone and been found equal to sustain the closest scrutiny. It is now intended merely by general allusion, to invite you to turn your thoughts to the subject, and to familiarize yourselves to reflect upon the probable, (I may say) certain effects of a communication, which, by connecting this City with the Hudson, would open

a market to the regions beyond it ; and be realised in their immediate influence, in every house, wharf store and workshop. Nor would the consequences be less propitious to the country through which it would pass—converting its wastes into villages, its forests into fields—its fields into Gardens, and the timber and granite of its mountains into Gold. While on the one side, public attention will be attracted towards facilitating intercourse by land, great advantages would result on the other, from an extended plan of steam navigation, to Maine, and to the British Provinces, and to the Island of Nantucket. The apathy hitherto prevailing in relation to this scheme is unaccountable. But as the success of it can be expected only from individual enterprise, it is mentioned merely for the sake of respectfully commanding it to the patronage of your separate opinions and influence out of doors.

Gentlemen, I will now bespeak your indulgence for a few moments, upon a matter which though not directly appertaining to the municipal sphere, may not when candidly weighed, be regarded as misplaced and unseasonable on this occasion. It is quite apparent to all our Fellow Citizens that the honor of the chair which I now occupy is not the fruit of any party struggle. With the friends of former days, whose constancy can never be forgotten, others have been pleased to unite (and to honor me with their suffrages,) who hold in high disapprobation the part I formerly took in political affairs. Their support of me on this occasion is no symptom of a change of their sentiment in that particular—I presume not to infer from it even a mitigation of the rigour with which my public conduct has been judged. But it is not presumptuous to take for granted, that those who have favored

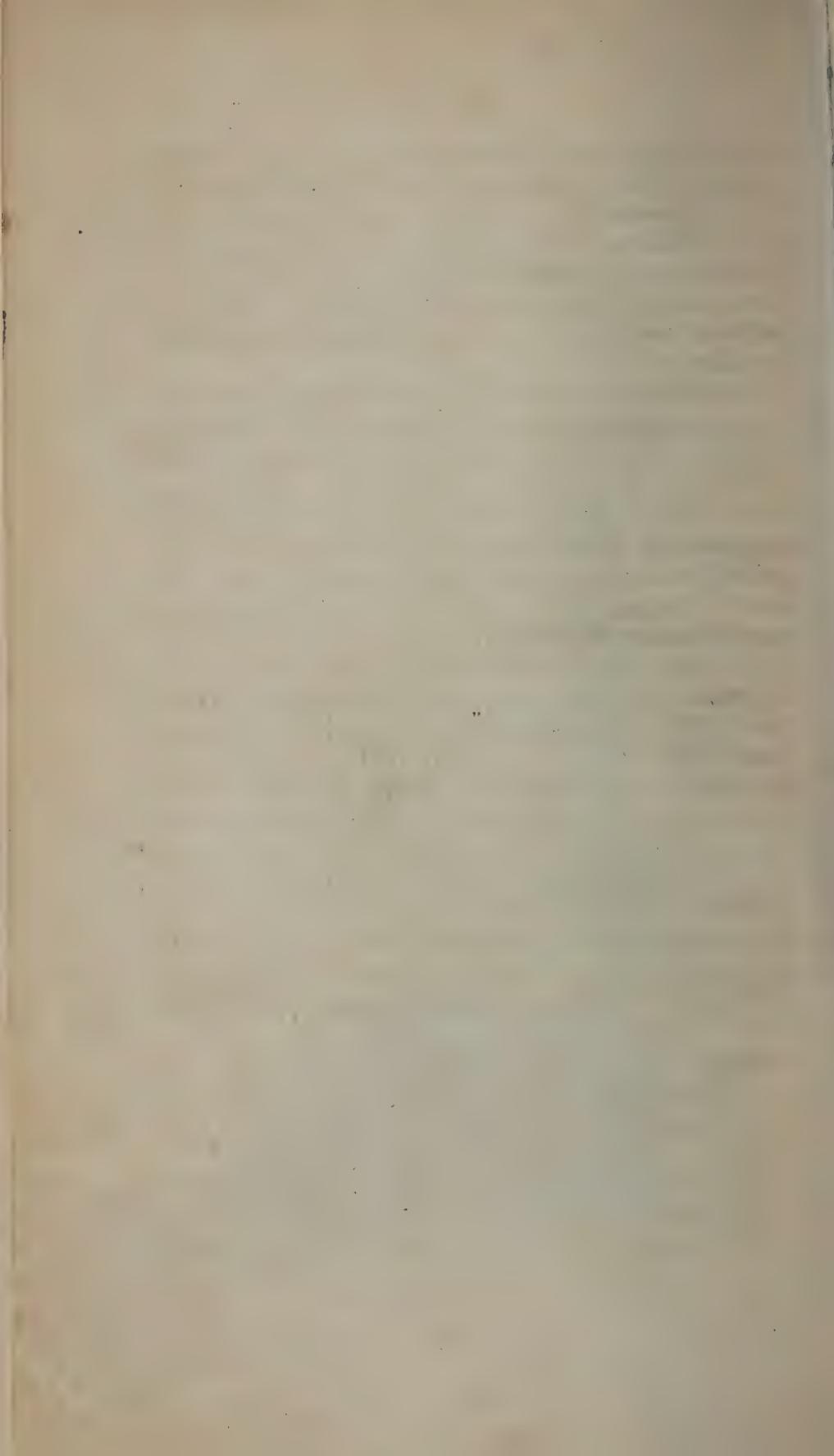
me with their countenance on this occasion, confide in my sense of the obligation of veracity, and of the aggravated profligacy that would attend a violation of it, standing here in the presence of God and my country—On this faith, I feel myself justified by circumstances to avail myself of this occasion—the first, and probably the last, so appropriate that will be in my power, distinctly and solemnly to assert, that at no time in the course of my life have I been present at any meeting of individuals public or private—of the many or the few; or privy to correspondence of whatever description, in which any proposition having for object the dissolution of the Union, or its dismemberment in any shape or a separate confederacy, or a forcible resistance to the Government or laws was ever made or debated. That I have no reason to believe that any such scheme was ever meditated by distinguished individuals of the old Federal party. But on the other hand every reason which habits of intimacy and communion of sentiment with most of them afforded, for the persuasion that they looked to the remote possibility of such events as the most to be deprecated of all calamities, and that they would have received any serious proposal calculated for those ends as a paroxism of political delirium. This statement will bear internal evidence of truth to all who reflect that among those men were some by the firesides of whose ancestors the principles of the Union and Independence of these States were first asserted and digested—from which was taken the coal that kindled the hallowed flame of the revolution—from whose ashes the American Eagle rose into life. Others who had conducted the measures and the armies of that revolution—Solo-

mons in Council, and Sampsons in Combat. Others who assisted at the birth of the Federal Constitution, and watched over its infancy with paternal anxiety. And I may add to the best of my knowledge and belief, that all of them regarded its safety and success, as the best hope of this people, and the last hope of the friends of liberty throughout the world. Are treasonable or disloyal plots or purposes consistent with these relations ? It would seem to be hardly conceivable. Yet it is possible. The lost Arch angels cabaled and revolted against the Government of Heaven—Favourites rioting in the sunshine of royal favour have turned Traitors to their King ; and republicans sickening with the higher glory of the love and confidence of the people have enslaved them to factions and sold them to Tyrants ; such foul conspiracies may have been in our times. But should they be credited without evidence proportioned to their probable enormity ? Without doings as well as sayings ? Without any evidence whatever ? Secret cabals and plots are the constant theme of suspicion and accusation in times of political excitement, and they can be disaffirmed only by the simple negation of the parties accused until the proofs are adduced. Are unguarded slips of the tongue or passionate invectives proofs which ought to satisfy impartial minds. Surely it is not for the honor or prosperity of this city or of any party, that it should be stigmatized as the Head quarters not of good principles but of Treasonable machinations. The discredit of the malaria once fixed would affect the reputation of all. The distinction between leaders and led so insulting to free-men who are supposed to come under the latter denomination will not be recognised, and if you

are known to come from the infected district, those who hold their nostrils and avoid you, will not stop to enquire whether the plague were in your own family. I again express my hope that these remarks will not be considered ill timed. They are a testimony offered in defence of the memory of the honored dead and of patriotic survivors who have not the same opportunity of speaking for themselves. Their object is not personal favor, though I am free to admit that I am not indifferent to the desire of removing doubts and giving satisfaction to the minds of any who by a magnanimous pledge of kind feelings towards me, have a claim upon me for every candid explanation and assurance in my power to afford. Moreover the harmony of our fellow citizens may be promoted by a right understanding of these matters. The history of Republican States and cities is soon told. Parties grow up from honest difference of opinion on the policy of measures. In process of time the subject of controversy dies a natural death; and if personal animosities could be buried in the same grave all would be well. In that event the people would have a respite from party struggle and when new contests and dissensions should arise, they would again choose sides from principle and take a new departure from each other free from the fetters and irritation of former alliances. The virulent humours of the body politic would not collect in the old wounds, but be again dispersed and cured by the course of nature. But this happy termination of political strife with its original causes seems not to accord with experience. The names and badges and attitude, of parties are preserved; antipathies become habits, men resolve to differ eternally without cause, for the mere rea-

son of having once differed for good cause. One portion of the people is excluded by the other from the public service. Parties become factions. The torch of discord blazes while the fire of patriotism expires and the fierce and unholy passions which have rent the Republic, survive its ruin. May our beloved city prove an exception to these sad examples.

Gentlemen, the duties on which we are about to enter, are not classed with those of high political dignity. But if they are less fascinating to the ambitious, they are not without attraction to the benevolent. We are entrusted with the care of institutions, which have a daily bearing upon the morals, education, health and comfort of our Fellow Citizens. Our population exceeds that of more than one State at the time of admission into the Union. Its interests are not the less precious because they are condensed in one spot. While the political Government are occupied with counsels which look to the wealth and safety and glory of the nation, what better can we do than consult together for the happiness of those, among whom many of us were born, and all of us live, and which is indissolubly linked to our own. On you gentlemen I shall rely for concurrence in whatever may tend to this object, and I will refer by messages to your intelligence and consideration all matters that by the charter, require that direction.



with the respects and compliments
of the Mayor. 17

A D D R E S S

MADE TO THE

624.0.41

CITY COUNCIL OF BOSTON

JANUARY 5, 1835.

BY THEODORE LYMAN, JR.

BOSTON:

JOHN H. EASTBURN,.....CITY PRINTER.

MDCCXXXV.

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A D D R E S S

10442.

MADE TO THE

CITY COUNCIL OF BOSTON

JANUARY 5, 1835.

BY THEODORE LYMAN, JR.

BOSTON:

JOHN H. EASTBURN.....CITY PRINTER.

MDCCCCXXXV.

CITY OF BOSTON.

In Common Council, January 5, 1835.

ORDERED, That Messrs. MARETT, WILLIAMS, and COOK, be a Committee to request of the MAYOR a copy of his very interesting Address this day made to the City Council, and that the same be printed for the use of the Council.

ATTEST,

RICHARD G. WAIT, *Clerk C. Council, pro tem.*

A D D R E S S:

GENTLEMEN OF THE CITY COUNCIL,

According to the usual course of business, I shall probably not have the gratification of meeting you again for several months. I shall, therefore, take advantage of this opportunity (on other accounts a suitable one) to make a few general remarks relative to those topics of a municipal nature that may appear deserving of your notice and consideration.

The amount of the City Debt on the first day of this year was \$1,265,164 28. The whole of this debt (with the exception of \$100,000, a legacy of the town government) has been created since the City was incorporated. The following are the principal and most prominent items that have in part laid the foundation of the debt, though many of the original loans, contracted for the purposes specified, have been paid off by the substitution of other loans.

Leverett Street prisons and Court House (town debt)	- - - - -	\$100,000 00
To quiet the claims of certain persons to the Rope walk lands at the bottom of the Common		58,000 00
Erection of Faneuil Hall Market, and laying out the numerous Streets and other improve- ments connected therewith	- - - -	600,000 00

For the widening, laying out, extending, and improving Court, Washington, Broad, Commercial and Blackstone Streets and Merchants'

Row	- - - - -	235,000 00
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For the building of the City Wharf, East of the Market, and the purchase of two Wharves at the North End	- - - - -	68,000 00
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Fitting up the Old State House as a City Hall	- - - - -	25,000 00
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For the preservation of the Health of the City, during the Cholera year	- - - - -	46,000 00
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On account of the New Court House	-	90,000 00
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Not only the amount of the debt has now become great ; but there is no prospect that it can be advantageously diminished for many years. This debt stands at a high rate of interest and is redeemable at irregular periods and in unequal sums. It is not in such a condition as to be susceptible either of a cheap or ready management. On this account it strikes me that it will be exceedingly for the public interest that the whole of it should be placed on a uniform and permanent footing — that it should be funded at an interest payable half yearly, the principal redeemable at a distant period — say twenty or thirty years.

The debt has been created, in the main, for purposes that could not be considered as strictly belonging to the current expenses of the year, nor is it of an amount at the present time to awaken the least uneasiness in a City of the extent and opulence of this. Still, a question may fairly arise how far it is just and wise to impose on posterity the whole labour and burthen of paying for improvements which the present generation have effected, and of the benefit of which they en-

joy certainly their full proportion. We tax a distant age to pay the entire cost of the erection of a building or the extension of a street, when they cannot obviously have the slightest voice in the business. We bequeath to our children a debt created for purposes concerning which they cannot in the nature of things be consulted. I cannot think that this proceeding, even in those cases where the improvements last for centuries, is founded on a just principle.

Some of those operations also that we undertake because in our judgment they are for the public good, may not be viewed in the same way by our posterity. We may contract a debt of \$100,000 to open a Street or erect a building, which on account of a change in the course or nature of business may really be worth nothing thirty years from this time.

Some years ago during the time of the town a spacious Court House was erected. This structure, not proving large enough for the wants of the public and for other reasons, the City Council in April 1833 resolved that a new Court House should be erected. To meet this expenditure a loan has been created now forming one item of the City Debt. Half a century hence this Court House may possibly prove insufficient and inadequate to the wants of that day. The building has thereby lost its value ; but the debt contracted to erect it, remains, not one dollar of it having been paid by those that have enjoyed the sole and entire benefit of the work.

Besides have we any reason to suppose that the next generation will not have improvements appropriate to their own times to make. In a community of such prodigious activity—enterprise and intelligence, can we justly say that any improvement is permanent—that the Citizens half a century

hence will be satisfied with the meliorations or facilities in business of the present day? This is not likely to be the case—on the contrary just in proportion to the progress of a society not only do improvements suggest themselves; but also do they become necessary. Again, if every generation erects its fair proportion of public works and contracts its just amount of debt, it is quite obvious that in a single century there would be an accumulation both of interest, it would be troublesome and inconvenient to pay, and of principal, it would be most burthensome to redeem.

To my mind, therefore, it is in conformity with a just principle, that whenever any new public work is agreed on, a certain proportion of the cost should be added to the appropriations of the year. This could be so apportioned that every generation would pay for its works with the exception, perhaps, of those of an exceedingly costly description and that were likely to last for the public use for a long period, and of those, also, from which a revenue might in the end be derived.

In regard, however, to the present debt, provision has been made for its final redemption, by appropriating the proceeds of the sales of the City Lands, certain balances in the treasury, the principal of bonds and notes due the City besides the fixed annual sum of 15,000 dollars. This, however, for the most part is rather a transfer of property than the payment of a debt.

The rate of assessing the taxes has been raised this year from \$8,50 to \$9,40 on a thousand dollars. The amount of expenses have not increased beyond the progress of the population—by no means in proportion to the increased amount of property in the City subject to taxation. But the last City

Council determined, (as I conceived very justly) that the actual income of the City should be made equal to its disbursements—that if the appropriations annually made in the Spring to meet the expenditures of the year, were proper and necessary—if a long experience had shown that a certain annual expenditure was judicious, and in fact indispensable in a well ordered community, and if it had always been the practice to supply a large proportion of this amount from taxes, the propriety, policy or necessity were not very apparent of supplying annually a small proportion of it by loans, and thus making an annual addition to the permanent debt of the City on account of expenditures, which do not possess the slightest attribute of a permanent nature. Instead therefore of repairing these yearly breaches by small loans, the Council resolved at once to raise the taxes to an amount, which together with the regular and ordinary sources of revenue, would make the income of the City equal to its annual disbursements. Notwithstanding, however, the heavy addition made to the taxes this year—I feel the greatest satisfaction in stating that they have been paid with an unusual degree of alacrity and cheerfulness. On the first day of the year a balance only of 26,438 dollars remained unpaid of the whole amount, \$374,323, assessed.

Sixty seven thousand dollars was the amount appropriated last year for the Schools—this is not far from a ninth part of the whole expenditure of the City.

The town maintains seventy two primary Schools in which are instructed four thousand and fourteen pupils from the age of four to that of seven years. Ten Grammar—one Latin and one English High School in all of which are instructed four thousand and nine pupils for the most part from

the age of seven to that of fourteen or fifteen years. As well by the course as extent of studies pursued in the Latin School a lad may be fitted for any College in this Country, and by those taught in the English High he may be qualified to take the lines and levels of a rail way or for any similar work, equally advanced, depending on the Mathematics.

In all, that admirable improvement of modern times, the inductive system, the invention of a Swiss teacher — that method by which the mind of the child is exercised and not his memory alone strengthened, by which he is made to understand his lesson before he is required to recite it — in all these schools that system is now introduced. If this is accompanied with incalculable benefits to the pupil it has also raised and promoted the master to his just and legitimate standing in society, by affording to those, that possess merit and talents a fair opportunity of acquiring in this walk of life that reputation and distinction, to which in all other professions they might justly have aspired.

According to the statement I have made, it appears that the City educates at the public expense to the extent of the Studies pursued in the Schools, eight thousand four hundred and twenty-three children which is at the rate yearly of a fraction more than eight dollars for each child, without including interest on the cost of the buildings.

According to an examination made in 1829, there were Four thousand and eighteen children in private Schools. The number has doubtless increased with the population and at present probably amounts to four thousand five hundred, giving for the public and private Schools an average daily attendance of twelve thousand nine hundred and twenty-three children, certainly a prodigious number for a population not much exceeding seventy thousand.

It also follows from the facts above recited that about one in every nine of the population is in a course of daily instruction to the extent I have stated at the public charge, and nearly one in every six attends a school either public or private.

The fruits of this system are that it secures first to the individual that degree of education which will enable him to perform with ease to himself the ordinary and habitual offices of life and at all times to acquit himself in a respectable and becoming manner — an amount, also, that may be improved and expanded as far as his tastes shall lead him or his opportunities open the way. It secures, second to the public a community nurtured in the same course of instruction — trained and drilled to the same regular and fixed habits — imbued with a deep and enduring sense of religion — inspired and animated with the same general attachments and sympathies. In a single word, I consider that the public spirit of this community, that extraordinary and as it were electrical sympathy which in all times of deep excitement, is observed to pervade instantly every portion of society, is for the most part created and engendered in the schools.

The appropriation last year for the internal health department, which embraces expenses for sweeping the Streets and removing nuisances, was twenty-four thousand dollars. This may strike one as a heavy expenditure yet I do not think it can be advantageously diminished.

On account of the admirable system of private drains and common sewers now universally established and the exactness with which the ordinance, forbidding persons from throwing offensive matters into the streets, is enforced, the careful and uniform sweeping of the streets contributes chiefly to the comfort and convenience of the citizens and the general neat

and respectable appearance of the City. It does not seem very important as it regards public health, for it is hardly possible that much injurious exhalation could proceed from the substances now seen in the streets, even if they were suffered to accumulate. Still, I do not think the present system should be in the slightest degree relaxed, for we can hardly expect the citizens to keep their own premises in good order when a City Government suffers the streets and public places to be in a dirty or slovenly condition.

But the greatest service which the Health Department renders, is in the careful and constant removal of what is denominated house dirt. This during one portion of the year includes coal ashes and during the whole every description of kitchen offal, whether animal or vegetable. In the warm weather, that is to say from May to November, this offal is taken from every house every day. It is placed without delay in close vessels and is removed in the same vessels in the course of fourteen hours on an average from the time it is made in the houses. During the month of July 528 tons were taken out and during the whole year 4,634 tons have been removed. The consequence is, that this prodigious mass, variety and accumulation of offal is not suffered to lie, day after day, in tubs, barrels or other open vessels or in corners of wood houses and back yards to ferment, putrify and pass off in heavy, pestilential vapour tainting and defiling the atmosphere. On the contrary, it is disposed of in a way that a well tested experience has shown to be perfectly innoxious and by which also the great quantity of animal and vegetable matter contained in the mass — instead of being wasted or suffered to corrupt, is at once consumed.

The control of the private and the care and construction of the public Drains also belong to this Department. We have at this time at least eight or nine thousand families in Boston that every day do some kind of cooking in which water is employed. This liquor, considered as especially injurious to the health, particularly that in which vegetables are boiled, is poured at once into drains that communicate (guarded by cess pools to prevent the passing of foul air) with the common sewers. They in their turn communicate directly with the tide waters. It is well known that the common sewers are laid at such a depth under ground and of such a mode of construction that it is impossible for the least portion of foul air to escape from them.

The value of this arrangement, it is obvious, depends on the private drain from the house or back yard of the citizen connected by means of a cess pool with the common sewer. The private drain is, as far as I am informed, an invention of modern times. But the common sewer with grated openings in the streets was undoubtedly known in a very remote age. Still it was subject to the great objection that the foul air of the sewer continually rose through the openings and all the foul water that entered them must first have been thrown into the gutters.

This description of liquid, so susceptible of corruption, is by the system of private drains carried at once into the sewer under ground and thence into the tide water. It is not poured day after day for years, perhaps centuries, either into streets or upon back yards till the whole surface and soil of a City becomes drenched and steeped in it.

Instead, therefore, of inhaling into our lungs and stomachs by day and night a portion of this putrid mass as it would escape in the shape of evaporation — all these pernicious in-

redients, whether solid or liquid, are removed without delay.

The City owns at this time twenty Engines, twenty five hose, four bucket and three hook and ladder carriages. The whole number of members in the Fire Department is 1257.— Thirty four fires have taken place during the year and thirteen buildings have been destroyed, all of which were of wood. The expense of the Department this year will not fall short of 16,000 dollars. That is about one twenty seventh per cent. of the assessed value of the whole real estate of the City. By another calculation it will be seen that the average annual amount of property destroyed by fire during three years has been 63,000 dollars, and during the same period the Department has turned out on an average every third day.

A portion of the citizens insure their real or personal property — perhaps both. Some part, if not the whole of the tax they contribute towards the expenses of the Department, is refunded in the diminished rate of Insurance they pay in consequence of the increased security furnished by that body. This is the direct equivalent for the expenses of the Department which this class obtains. The equivalent which the remaining class, undoubtedly the largest receives, consists in the increased security they also enjoy. A citizen may not insure his building or his merchandize. Still, it is obvious that he will possess all the advantage of the additional protection which a Fire Department affords and for which he may pay in the shape of tax though not in that of Insurance. Besides the individual has the choice of insuring or not. As it is an uncommon thing for a fire to enter and consume a second building, it is evident that the risk of being burnt down has become exceedingly small. If a citizen by care and precaution can prevent a fire from taking in his own

premises, it is therefore worth very little to insure him against the misfortune or carelessness of his neighbor.

In some cities abroad the firemen are soldiers in the pay of the Government, forming a part of the military police. In others, they receive daily wages, wear an appropriate dress and have no duty to perform but to attend at their stations and at fires. I should be sorry to see similar arrangements introduced here. The service of our Department, though severe, is nevertheless performed with spirit and alacrity, and in a very effectual way. It is also organized in conformity with the spirit of the people and the habits of the community. Numerous are the services whether voluntary or gratuitous which citizens perform for the public. But they are brought up and trained to this. They feel and acknowledge that there are certain offices, some of them accompanied with severe labor, which the public expect them to render. By this process society becomes dove-tailed and bolted together in a variety of ways. In this system, therefore of mutual and voluntary aid and service consists not only the strength but in fact the security of the community. At the same time, it cannot but have a salutary effect on the character and conduct of a young man to possess a consciousness that the community in which he resides, looks to him for a portion of assistance and protection, in times either of danger or distress. And as the public are always ready to reward by their applause the services he may render, a greater interest is gradually awakened in his mind in that very society to whose safety and security he contributes.

It was thought, some months ago, a proper and necessary measure of precaution to direct that none of the apparatus belonging to the Fire Department should be carried out of town. I need not say that this step was not taken from an inhospitable

spirit or from an unwillingness on our part to aid and succour our neighbors to the full extent of our means. On the contrary, we feel it to be our duty, and I am quite sure I speak but the sense of the citizens, when I add that we shall ever deem it a pleasure to offer and afford every sort of assistance within our reach and command, whenever they shall be exposed to the dreadful calamity of fire or at other periods of their distress. But the usual tranquility and good order of this and the adjoining communities being now fully restored, it seems to be a favorable opportunity to concert and adjust with those town authorities a regular and systematic mode of furnishing mutual aid and succour on the occasions I have alluded to.

I have, also, been led to make this suggestion from knowing that the health of many members of the Department, has, in consequence of violent exertions been much injured by hasty excursions into the country in a rapid pursuit of distant fires.

We shall be subject for many years, at least, to a heavy expense for the widening of streets. But since the completion of Broad, Commercial and Blackstone streets, the two first constituting in fact a broad belt round and the latter a spacious avenue through the town, there is little reason to suppose that for the purpose merely of extending streets we shall hereafter be called on to provide large appropriations.

Our ancestors have bequeathed to us a town of narrow and crooked streets, rendered more difficult and dangerous in consequence of the numerous and in many cases steep declivities with which the peninsula is intersected. With a population bordering on 75,000 and a prodigious amount both of Country and City business the inhabitants at last, begin to feel the extreme inconvenience resulting from the unfortunate manner in which their streets were originally designed and

constructed. The evil is a great one and probably it never can entirely be overcome. Nevertheless, it is in my judgment the duty of the City Government to neglect no suitable or favorable opportunity to widen the streets, especially those connected with the great thoroughfares of the town itself and the avenues leading to the outlets into the Country.

I am informed that during the next summer the three lines of rail road running into the interior will be finished. This will therefore complete our connexion with the North, South and West, coupled with the power and facility of prolonging the lines as far as the business of this portion of the Country will justify and require. On the other quarter we are covered by the water, where I think no one can doubt but that we shall, to say the least, keep pace with the progress of the times.

It appears to me therefore that we have thus early laid the broad and solid foundation of a well devised and lasting scheme of internal improvement and means of connexion not only with the interior of New England but with more distant parts of the United States. The outlets into the Country, both bridge and rail way, being thus completed, it seems especially to be the province of the City Government to watch the future progress of the business of the town and to render those tracks and lines, which it may seem disposed to take and follow, as convenient and easy as the circumstances of the case will admit of.

The cost of paving and repairing Streets will always form a large item in the City expenditure. This since the increase of the Country trade, bringing as it does a crowd of heavily laden waggons upon our pavement, has been much augmented. For if the pavement is not actually worn and destroyed

by the operation, still on account of the great weight of the load carried by many of these waggons, it is broken into holes or made to settle in a rough and irregular manner.

The rail ways will obviously make some difference as to the manner in which merchandise and other articles are brought into and carried out of town. There may be less traffic on particular streets but generally the increase will be great and immediate.

Though this City is nearly surrounded by water, yet the whole of our town and Country business is done on the streets ; very little merchandise being water borne — we have not the advantage, like a sister City, of great rivers and water courses flowing strait and far into the interior. This circumstance adds greatly to the relative cost of repairing and paving our streets.

The appropriation made the last year for this purpose is already exhausted and there is no reason I am acquainted with to suppose that the annual expenditure on this account will hereafter be less.

It is also true that in a Country where the frost is so extremely severe the annual cost of streets and roads under any circumstances will unavoidably be great. But in a state of society where habits of remarkable enterprise and industry prevail — where the people are as much distinguished for the love of occupation as for success in their undertakings, no process for securing and increasing easy and rapid means of intercourse should either be delayed or neglected. Money thus disposed of is speedily returned to a community.

I shall conclude this topic by stating that during the year 34,454 yards of paving have been laid and that several thousand loads of common and McAdam gravel have been

spread on Broad, Commercial, Blackstone, and in smaller quantities, on many other streets.

Pauperism is a matter regulated by the laws of the State, but in its operation it effects this City so vitally and unceasingly that I trust it will not be said that I shall depart from that course and channel, to which I am desirous of confining my remarks, if on this occasion I offer for your consideration the suggestions that have occurred to me concerning it.

The average number of inmates of the House of Industry for the year 1834 has been five hundred and forty-five or forty more than in 1833—near three-fifths of this number have on an average been of foreign origin. It is also deserving of remark that a large proportion of the inmates of domestic origin have been there several years; about fifty having entered from the old Almshouse as early as 1825, whereas a large proportion of the inmates of foreign origin have entered within the last two or three years. The Superintendent of that Institution examined some time since the Register of Admissions for two years, of which the following is an abstract:

In 1829 admitted	-	-	-	-	386 Americans.
“ “	-	-	-	-	284 Foreigners.
1834 “	-	-	-	-	340 Americans.
“ “	-	-	-	-	613 Foreigners.

Two very remarkable inferences, one equally unexpected and agreeable, may be deduced from this statement: First, the admissions of domestic origin have decreased in five years about nine per cent. second, those of foreign origin have increased, during the same period, more than one hundred per cent. Americans and foreigners are admitted in the same form and on the same representations. The native population has much increased since 1829, but native paupers have

diminished. The inference is therefore irresistible that the general habits and condition of the community have improved. It is equally certain too that the number of foreigners liable, from a variety of causes to become paupers, has prodigiously increased.

Humanity, our religion, the highest obligations of a civilized community, all conspire to impress on our minds the propriety — nay, necessity of providing at the public charge a comfortable maintenance for the aged or infirm, and for women and children when destitute of friends or the means of support. In this particular I do not fear that our people will ever fail in their duty. We have at this time thirty benevolent Societies in Boston that distribute provisions, clothing, fuel, and occasionally money, to the helpless poor. The public have also erected and endowed, for the support of the same class of persons, a spacious building now known as the House of Industry.

I beg here to be understood as expressly stating that this description of charity, whether public or private, thus profusely administered, is professedly dispensed to the helpless poor alone. But who are the helpless? Where is the true and precise line between those who can and those that cannot help themselves? For my own part I think it very difficult to say.

No general evil of long standing can be cured but by striking at the root. No doubt a large proportion of the persons assisted, either by private or public charity, require it in consequence either of their own bad conduct or of the bad conduct of those on whom they depend. Still they must be assisted. It will not do to allow them to perish from hunger or cold. The mischief therefore is not created by the pri-

vate society, or the public institution that rescues these people from death or relieves them from suffering, but by their own bad habits. It is the habit then which requires attention. It may be said, I am aware, that some of these persons become indifferent and reckless about providing for themselves or their families, being well assured that in the extremity of their distress they shall, in some quarter or other, find relief and support. This remark, if at all well founded, can hardly apply to a whole class. Individuals, that habitually neglect themselves or their families to such a degree as to need public or private aid, are either profligate or abandoned or utterly reckless. It is therefore paying them a compliment, I am inclined to think they little deserve, to suppose that they would provide for their families, or even themselves, if others did not do it. I fully admit, however, that some mischief is done by a profuse or an indiscreet application of what is termed charity ; but, after all, the root of the evil is in the habit that makes the charity necessary.

During the last year, two hundred and forty-nine persons were committed to the House of Correction by the Police Court. Of this number, one hundred and sixty-five, or more than half, were committed as common drunkards, and of these ninety-seven were men. The public were thus compelled to provide for and maintain these one hundred and sixty-five individuals, and probably in many cases, undoubtedly some of their families were supported by private contributions. How many of these ninety-seven men, for example, were made drunkards by having charity administered to them on some occasion when they might have been in a state of destitution ? Some probable were ; but with the far greater part, causes of a very different description had a much more fatal influence.

I have therefore come to the conclusion, that no general rule or abstract principle can be applied to a subject like this, and that the only sure and effectual mode of reducing the number of paupers and pensioners, whether on public or private charity, is by seeking continually to improve the general habits of a community,—to elevate the common standard, and to make it clear and indisputable that the wisest, the best, and the most profitable thing a man can do, is to lead a regular, virtuous, prudent and industrious life.

At the same time, I entertain great doubts of the wisdom of making a legal allowance to paupers. But if a general rule cannot be established, at least some modifications may be attempted in the details of the system. I think, for example, that a House of Industry, as it is termed in the modern vocabulary, should be considered only a charitable institution, maintained for the purpose of giving aid and support—not work and employment. The work of such persons as ought really to inhabit these houses is worth very little. They can, in fact, perform little beyond the ordinary domestic work of the house. But it costs the public a great deal to find employment in poor-houses for those persons that are really able to work. There is also another objection to the system. When such means of employment exist, less severity will be exercised in granting admissions on the ground and expectation that the inmates will not only do work enough to support themselves, but also to bring in some profit to the institution. Those occasional paupers, mostly consisting of middle aged men and women, in fact, able-bodied, with few exceptions, who are received into the House when sick, or in a state of complete destitution in consequence of long continued intemperance, must of course be kept till they are restored

to their health, and furnished with necessary clothing. But as soon as this period arrives, they should be transferred to the House of Correction, where they should be kept at work till they have paid all their expenses in the House of Industry. It is but just, that society should have a right and means to remunerate itself. It is also in place here to remark that in all those cases where vagabonds and common drunkards are sent to the House of Correction, in a great many instances on sentences just long enough to restore them to a fine state of bodily health, the law should contain a provision authorizing their further detention till they have worked out their expenses. Not only this is just, but I am inclined to think it would have an immediate and decided effect on the population of the Houses of Correction.

It is now well understood that Parishes abroad, principally in Great Britain, have actually shipped their paupers to this Country or to the Provinces whence they migrate at once. If this speculation should succeed, if it should be found on trial cheaper to pay the passage money of a pauper than to maintain him at home, it will be difficult to calculate either the extent or the duration of this sort of exportation.

If these persons should actually come in great numbers, they will of course cluster in the Cities, forming separate communities or colonies, detached and alienated from the general habits and associations of the people, in the midst of whom they are seated. Even, if this state of things does not lead to collisions, if the cleanly and well ordered customs and practices of the native population are not in some degree disorderly and defiled by the contagion of an example so pernicious, at any rate we shall have among us a race that will never be infused into our own, but on the contrary will always remain

distinct and hostile. Their children will be brought up in ignorance and idleness ; disregarding themselves every comfort and neglecting every decency of life, they will be found living in filth and wretchedness, crowded, of either age or sex, into foul and confined apartments. This course of life is the fatal and teeming source of epidemic or malignant diseases.

There are two modes by which the pressure of alien pauperism may be diminished and the public relieved from a portion of the expenses now incurred for the support of foreign poor. One is by an act of Congress under the Constitution of the United States, imposing a tax or duty upon foreign emigration. Another mode is strictly to execute the laws of the Commonwealth. The 13th Section of the statute of 1793, *authorises the Overseers of the Poor to relieve and support poor persons having no lawful settlements within this Commonwealth when they stand in need*, and employ them as other paupers may be — the expenses whereof, may be paid out of the Treasury of the Commonwealth, when they cannot otherwise be obtained. Under the same provision a magistrate is authorized upon complaint of the Overseers to cause such paupers to be sent and conveyed by land or water to any other State, or to any place beyond sea, where he belongs, if said magistrate may think proper, *he may be conveniently removed at the expense of the Commonwealth*, but if he cannot be so removed, he may be sent to and relieved and employed in the House of Correction or Work House at the public expense.

A foreign pauper who thus becomes chargeable to the public and is able to do hard labor may be required to devote that labor to his own subsistence in the House of Correction — or if he be disabled or otherwise incapable of work he may be

sent beyond sea at a reasonable rate, to the ports or places where he belongs — which are the ports or places at which such aliens had taken passage to the United States. If this can conveniently be done, the expenses are chargeable to the Commonwealth. If it be true that foreign nations or foreign colonies are in the practice of paying the passages of paupers to our shores — it cannot be considered a departure from state comity, if we return those that may become a public burden, back again, under the warrant of a magistrate, to the places where they belong. It may be here mentioned that no provision is made under the poor laws of Great Britain for the support of any pauper within the British Empire who has not a legal settlement.

The expense of returning alien paupers to the colonies will not be great — certainly much less than supporting them here in idleness — and the local colonial authorities can have nothing to complain of, since the poor persons so returned are only sent to the place of their original destination.

If a few families were returned to the colonies, or a few able bodied men subjected to hard labor in the House of Correction till they had paid their expenses in the House of Industry, the practical effect would be to prevent their coming or being sent, as soon at least, as the disposition made of them here became known.

The last City Council made provision for the erection of a House of Reformation for Juvenile Offenders. The foundations of this building have been laid and it will probably be finished next summer. This institution will complete the arrangements it is both becoming and necessary for a large City to make, relative to that portion of the population, which is thrown by misfortune or vice, or infirmity either upon the

care or the support or custody of the public. The City will then possess within the same enclosure and subject to the control and regulations of the City Council a House of Reformation, of Industry and Correction.

To the first I attach great value ; for I am well persuaded that a very large proportion of the subjects of such institutions fall into bad or irregular habits from the neglect of parents or other causes strictly accidental. In most cases it is generally sufficient to remove them from the infected atmosphere in which they have been brought up or into which they have fallen — subject them to steady discipline and regular work and whenever opportunities present, bind them out in good situations.

It is probably true that the higher class of prisons are generally places merely of punishment ; for it seems unlikely that many of their inmates should be radically reformed since crime has become a systematized craft or profession. It is well known to the police of every large City that the depredators on the public often have their fraternities so far organized, at least, as to entitle the calling somewhat to the standing of a regular business. The mischief of such a system not only consists in an increased difficulty of detecting rogues ; but it renders the thorough reformation of a convict a more arduous and uncertain undertaking from the circumstance that the moment he is released from a prison there are haunts and companions to whom he can return, who provide him at once with food, clothing and a home and soon with materials and temptations to engage in fresh crimes. But whether any or many are reformed, I should think all would concur in the opinion, that a continuance of vicious habits, perhaps beginning in idleness or some slight irregularity or indiscretion, has

in the end brought many individuals to the deplorable condition of possessing no other means of subsistence than the commission of guilty acts would afford. Nor is it in any way unreasonable to suppose that a person of immature age may by wise management, be rescued from a career simply of bad habits which, if neglected would inevitably lead to a career of hopeless crime. It would seem, therefore, that the best step society could take in this matter would be at once to check a fatal course of habits, by removing the subject of them from the scene of his depravity and the presence of his associates and gradually to subdue them by procuring for him steady employment and by subjecting him to such controul as would immediately make him perceive the necessity and in the end appreciate the advantage of good behaviour. Every useful and respectable member, thus restored to society, may be, at least one convict withdrawn from a State Prison.

We have not been visited this year with any sort of epidemic or other prevailing sickness. The number of deaths has been one thousand five hundred and fifty four which does not much vary from the average annual number the last twenty years nor can much change in the nature or severity of the diseases be perceived during the same period. According to returns of Deaths, Boston is now more healthy than it was about ten years ago—less so than it was about twenty years ago. I find that

25 years ago 1 in 45 died

10 " " 1 in 38 "

and at present 1 in 43 or 44 though this proportion cannot be exactly stated on account of the difficulty of ascertaining the present amount of the population. This is however a favorable result, for as the population of a City augments, deaths for

obvious reasons are observed to increase beyond what would appear a just proportion.

With the exception of the years 1821 — 1825 and 1832, which were sickly, though not to an extent to show the existence of a malignant epidemic, the number of deaths for twenty years has been steady and uniform. From this statement it follows that our climate is exempt from fatal epidemics. The disease that commits the greatest ravages amongst the population is Consumption. To that at least seven or eight per centum of the whole number of deaths may be attributed.

Upon the common class of diseases good habits, such as cleanliness, temperance and general regularity of life have no doubt a constant and decided effect. In proportion, therefore, as a community improves in these particulars, it is fair to calculate that the average number of deaths from maladies in general will diminish. But consumption is a complaint that appears to form an exception to the general remark except so far as the sort of habits I have referred to, serve to invigorate the constitution. By vaccination and the immediate removal of the patient we have succeeded in controlling the ravages of the small pox. By attention to cleanliness and other good habits, the malignant and epidemic nature of the Asiatic cholera can be subdued. But precautions so useful in most other maladies seem to avail little against consumption. Still, no doubt something may be done in regard to this fearful disease by care and precaution. The extreme severity and remarkable vicissitudes of this climate are daily better understood and our houses and clothing more exactly adapted to it. It is true consumption is a constitutional disorder peculiar to that nation from which we are descend-

ed. It is one disorder, exceedingly affected by climate, but at the same time no two climates can be more unlike than this in which we live and that of England. When therefore we have thoroughly learnt to deal with our climate as its remarkable peculiarities require, we may, perhaps, perceive some slight reduction in the number of victims of a disorder so remarkable that without a single epidemic or contagious attribute it is still the prevailing malady of New-England. I should be unwilling to admit that some such favorable and fortunate result would not be realized, because in regard to complaints in general the climate is uncommonly healthy.

Only four deaths by small pox are recorded in the Bills of Mortality this year. With one exception the disease has been traced in every case to a foreign origin. This affords conclusive as well as most satisfactory evidence that this dreadful scourge is not only fully subdued as an epidemic, but nearly eradicated as a disease, — evidence equally conclusive, also, of the beneficial effects of the system of vaccination, wisely adopted and rigidly enforced by the City Government. It is proper to add that these deaths by small-pox all occurred at the Quarantine Ground on Rainsford Island. The whole number of cases during the year has been sixteen.

A contract was made early in the summer for one hundred and ten gas posts, but only seventy-one of them were received in season to be erected. These have been put up in Dock square, in Union, Hanover, Court, State, Congress, Exchange, and in parts of Ann and Washington streets. The remainder of the contract, viz. thirty-nine posts, will be erected as early as the state of the ground will admit of in the spring. These posts have been placed at equal and regular distances. One in every ten is provided with a larger

jet for the purpose of being kept burning all night. The lanterns of this latter description have been set at corners of streets and other places much frequented.

By comparing the cost of supplying light from the seventy-one posts already erected with the cost of the light furnished by the oil lamps discontinued, it appears that a small saving of money has been effected ; while it is obvious that the quantity of light distributed is greater and it is also now diffused in a manner perfectly equal and uniform.

The fence round the Common is now in a bad condition, and with the exception of a small part is in fact not worth repairing. It will therefore be necessary early in the season to build a new one either of wood or iron. The latter material strikes me as the most suitable. The value of the Common, as it regards the health or recreation, comfort or enjoyment of our people cannot be stated in too strong terms. It will always afford extensive and agreeable walks, and ample and convenient spaces for parades and public amusements. Being open to the country on that side whence our prevailing winds blow, more especially in the hot weather, the Common acts in the capacity of a reservoir to receive and distribute a perpetual supply of pure and fresh air — an advantage which will be yearly more felt as the open spaces in the other parts of the town are built on. Any one that will take the trouble to stand at the corner of West or Winter, or at either corner of Park street, when the wind blows tolerably strong from the west, will readily and assuredly form some sort of estimate of the quantity of fresh air distributed in the way I have mentioned. There is no part of the City, even the most remote, which does not feel the effect of this prodigious flow on its circulation, and of course to some extent derive a benefit

from it. The Common is also a vast ornament to the City, and with proper attention to the walks and trees, will in a few years stand without a rival in the great cities of this continent. It now requires a fence, and in my judgment a handsome substantial iron one would be the only one adapted either to the size, beauty, or purposes of the place. I have, also, reason to think that a considerable portion of the cost would be paid by those citizens that now live in the neighborhood, to which I presume some additions might be made from other quarters in the shape of private subscriptions. The remarks I have made concerning the Common, apply, also, to that round Fort Hill, which will need soon, if not entirely renewed, at least to be thoroughly repaired.

A Report on the subject of furnishing a copious supply of pure and soft water has recently been published by order of the City Council, and is now in a course of distribution to the citizens. This work, in itself elaborate and in great detail, proceeds from the hands of an Engineer of uncommon experience and acknowledged ability, and in whose calculations and conclusions entire confidence may be placed.

I took an early opportunity, after I came into office last year, of addressing to the City Council a special communication, in which I investigated and discussed this grave topic at considerable length; and among other things I expressed a desire that such steps should be taken as would eventually enable the citizens to determine (if the undertaking should prove practicable) whether at any rate it would be considered prudent and judicious to engage in it. The Report of Mr. Baldwin shows conclusively that an adequate quantity of suitable water can be obtained, and upon terms that I should not think would be deemed extravagant. So far, therefore, as

depends on general surveys, this work, the object already of one formal survey in 1825, and of occasional inquiry and examination the last ten or fifteen years, may now be regarded as having been brought to a close.

Whether the source recommended by Mr. Baldwin shall ultimately be selected, will of course depend on its merits as compared with other sufficient means of supply within a suitable distance of town; all of which have been surveyed by him, and of which he has presented a full as well as detailed account. The Report, therefore, furnishes the citizens with ample and satisfactory materials for coming to a right conclusion relative to the point, whence the water shall ultimately be drawn.

I am well aware that this enterprise is one which, under the most favorable circumstances, will involve a heavy expenditure, and in its execution unavoidably be protracted through several years. On this account, the general scheme itself requires and deserves to be examined, weighed and meditated with every degree of care and attention, nor is it possible to adjust even the details of a work of this description in a judicious way without a vast deal of inquiry and deliberation.

Still I cannot doubt but that abundance of pure and soft water would contribute materially to the health, comfort, and convenience of the people — certainly to the two latter — that the undertaking is well worth the trouble and expense, and if we can form any estimate from the state of investments in similar works in London, Philadelphia, and many other cities, that it would yield a fair profit. At any rate, this is one of the improvements, in the condition of society in modern times, which seems imperiously to be called for, and which will, I am well persuaded, be ultimately adopted in all large towns.

The Court House, commenced in the spring of 1833, will be completed the next summer. When occupied, many rooms will be left vacant in the Court Houses in Court Square and Leverett street. What disposition shall be made of these buildings, especially the first, is a subject for your consideration, though I recommend at this time to your particular attention the state of the Jail connected with the latter of these Houses.

During the last summer the habitual peace and quiet of the town were suddenly menaced to an alarming extent. Conceiving that in the exceedingly inflamed state of the public mind the ordinary police of the City might not prove adequate immediately to subdue and effectually control any disposition to riot and tumult, which might manifest itself, I considered it my duty to appeal at once and in a formal way to the citizens for their aid and support. Both were most speedily, cheerfully and heartily accorded. Numerous and very efficient patrols were organized with an uncommon degree of alacrity and animation. The military also assembled with very full ranks at a minutes warning, and continued most faithfully under arms during the whole period of this excitement. In short, the duty of guarding the City during the six nights it was thought prudent and advisable to continue these extraordinary measures of safety and precaution, was so effectually performed by the citizens that not a life or a limb was put in jeopardy — not the slightest actual disturbance of the peace took place, nor was the least injury done to the person or property of any citizen. To the admirable spirit of the people of Boston — to their determined love of order and their inflexible resolution at all times and at all hazards both to obey and sustain the law, we are indebted for a state of things equally auspicious and honorable.



His Excellency
Edward Everett
With S. A. Eliot's
City Document.—No. 2.
Respects

ADDRESS OF THE MAYOR,

TO THE

10442

2 9
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CITY COUNCIL OF BOSTON,

JANUARY 7, 1839.

Samuel A. Eliot

6340a.41



PRINTED BY ORDER OF THE COMMON COUNCIL.

BOSTON:

JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1839.

C I T Y O F B O S T O N.

In Common Council, January 7th, 1839.

On motion of Mr. Gordon,

ORDERED, That Messrs. Gordon, Thayer and Wells, be a Committee to request of the Mayor a copy of the Address delivered by him before the City Council, this day, and that said Committee cause the usual number of the same to be printed for the use of the Council.

Attest,

RICHARD G. WAIT, Clerk C. C.

A D D R E S S .

UNEXPECTEDLY called again to meet the City Council, at the beginning of a new term of service, I cannot forbear to congratulate you, Gentlemen, on the general prosperity which prevails at the present time in the City, and which has been gradually augmenting, till, from a low point of depression, we have reached that state of active and successful exertion, of which the effects are now so happily visible around us. The crisis through which we have passed has been a lesson of prudence, which may and should be of great value to the community, both politically and commercially, as the disasters we have experienced were clearly attributable to mismanagement of both public and private interests. The sphere of duty of the City Government, however, cannot affect the causes either of our past distress or our present prosperity; and I refer to them merely as likely to have an important bearing on those projects of public improvement, which have been long in contemplation, as well as those which have been more recently suggested. No time would seem more suitable than a period of advancing activity, and apparently durable prosperity, for undertaking those works of utility, convenience or ornament, which may be considered desirable. The first of these works, as well in importance as in the length of time it has been under examination and discussion, is that by

which a supply of soft water may be brought from the vicinity into the City.

On this topic I can add nothing to what I have said on former occasions. I have uniformly expressed the opinion, that it is now the interest of the City, and will soon become a matter of necessity, to introduce such a supply of water. The sources from which a sufficient quantity can be obtained are well known, and have been thoroughly examined by skilful engineers; and although the commissioners appointed by the City Government have not agreed in opinion as to which of two sources is the *best*, yet they have satisfactorily demonstrated that either of the two is not merely sufficient, but of remarkably fine quality. The question before the City Council is one which any person of practical judgment is competent to decide,—a question of expense merely. If it once be determined that it is expedient to introduce water, it cannot be deemed a proof of wisdom to hesitate long in the choice between two means of supply, of which either is unexceptionable. My efforts have been constant to promote the progress of an enterprize, which I deem so important for the true and permanent welfare of the City; and no future exertions will be spared on my part, to hasten the moment when the work shall be begun. It must be obvious, however, that till both branches of the City Council have formed a decisive opinion favorable to the project, no individual efforts can be successful. The appropriation of money is necessary, and that must be done by those who control that branch of the public service. The City Council of the last year directed me to make application to the Legislature, for the grant to the City of the powers necessary to bring the water from either of the two sources recommended by the commissioners. As the order was passed, however, near the close of the session of the Legislature, no action was had on the petition, which was immediately presented; and I have taken the course prescribed in the Revised Statutes, for bringing it to the early

attention of the Legislature, during their present session, by publishing the petition in the newspapers, and serving notice on all the towns interested in the subject.

The erection of a new City Hall is a business which has been referred to your consideration by the Council of last year, and which will claim much of your attention. Plans, models and estimates have been prepared, and the City is in possession of a piece of land which affords a very desirable location for such a building. I cannot but urge the subject upon your attention at an early period,—as I esteem the erection of a City Hall a work of very pressing importance,—not for the accommodation of the city officers, but for that of the public, and for the safe keeping of important records and other documents.

It is impossible that the public business should be done in the present confined apartments of the city offices, with as little delay and as much convenience, as if it were transacted in more spacious and suitable rooms; while no one can recollect the constant danger from fire to which the City Hall is now exposed, without the most serious anxiety for records of great historical and pecuniary interest. Some delay has arisen from doubts entertained as to the extent to which the City should purchase, in the immediate neighborhood of the land occupied by the old Court House; but when it is considered that any purchases by the City would always be at the disposal of the municipal government, if required for public purposes, and that some regard is due to the suitable appearance of a building of such size and degree of ornament, it will not be thought superfluous, I trust, for me to express the hope that in situation, as well as in beauty of structure, the new hall may be worthy of the taste and wealth of the City, and that it may be found compatible with a just economy to provide for its being surrounded by sufficient space to secure to it an abundance of air and light, and to afford proper views of the edifice to those who pass in its vicinity. Whenever a new City Hall shall be erected, it

will be necessary to provide for the accommodation of the Probate Office, and the Registry of Deeds, which are now in the old Court House. By a recent purchase the City has obtained possession of the estate known as the Museum estate, and after throwing into the street all that is requisite for public use, there will be left a sufficient quantity of land for the erection of the fire proof building necessary for the safe keeping of the immensely important documents of those offices.

Another building, the erection of which I have before recommended, still appears to me important in many respects. The improvements which, within a few years, have been introduced into the structure and discipline of penitentiaries, it is found by recent experience can be beneficially employed in County Jails. Hartford, in Connecticut, is now enjoying the advantages arising from the improved and admirable discipline and economy of the jail in that City. There is no doubt that similar benefits might be obtained in this county, by reconstructing the jail on the plan which has elsewhere proved so useful. I beg leave to invite your attention to this subject, and in connexion with it, to the disposition of the valuable estate on Leverett street, which is now used for no other purpose than the support of the jail. Should a portion of the property be sold, it might probably reimburse to the City the expense of a new building; and should the whole be disposed of, and the jail and jailer's house be erected on the City land at South Boston, there is little doubt that the exchange would leave a balance in the city treasury, and diminish materially the future current expenses of the establishment.

The House of Correction has been conducted the last year with the same skill and success which have heretofore distinguished the institution, and which, under the direction of the present overseers and master, have rendered it a model of the discipline that is most desirable in such establishments. The completion of the West Wing of

the building, for the imprisonment of females, and of a work-shop for their employment, has given additional facilities for the maintenance of correctional discipline and productive industry. A large number of the male convicts has been employed in the erection of the hospital for the Insane in the Houses of Industry and Correction, for which an appropriation was made the last year; and it gives me much pleasure to be able to state that this very desirable and important edifice has made great progress towards completion, on a plan, and in a style of workmanship, which leave nothing to desire in either respect. The probability now is that the building will be finished in the course of the next summer, and within the original estimates of its cost; and it will be honorable alike to the liberality of the City government, and to the judgment of those to whom its construction was confided. I will take this opportunity to suggest to the Council the propriety of an early appointment of a superintendent of this hospital, that as soon as it shall be ready for occupation, a competent person may be secured for the care of the patients. I will also call your attention to the propriety of applying to the Legislature for an act empowering the courts of the county to send lunatics to this hospital, instead of that at Worcester, and the House of Correction.

The other institutions at South Boston have pursued their usual course, and have produced, to a good degree, the effects for which they are designed, in alleviating the ills of poverty and restraining juvenile delinquency. The building erected by the City, a few years ago, for the accommodation of the children belonging to the House of Industry, and the Boylston Asylum, has become insufficient for the great numbers who have been crowded into it; and one consequence, perhaps, of the inadequate space and air, has been the breaking out of that distressing disease, the ophthalmia, which has been a very serious evil to the whole establishment, for several years past. By the vigorous and perse-

vering efforts of the Directors and the physician of the house, it has at length been partially subdued ; but the institution will very probably be liable to its recurrence, unless more space and better ventilation be secured to it. I esteem it my duty, therefore, to recommend the erection of another building, of at least equal size with that now used for the asylum.

The general health of the City has been remarkable during the year. Notwithstanding the great heat and copious rains of the summer and autumn, the health of the community has never been interrupted by infectious disease, and the bill of mortality shows an uncommon security of life in so large a population. This must be in part attributed to the excellent system of drainage, of sweeping and of collecting offal, which has long been pursued here, and has rendered the City distinguished for its cleanliness, and the purity and wholesomeness of its atmosphere ; a system which ought never to be abandoned, notwithstanding that it naturally occasions some controversies and embarrassment in its execution.

The public peace has also been uninterrupted during the past year, and it is a matter of sincere congratulation that the reputation of the City has suffered no such blow as was inflicted on it in the previous year. Great pains have been taken, and, it is believed, not without a good effect, to prevent the violation of the laws and ordinances, especially of those the violation of which has a tendency to the breach of the peace.

Another circumstance, for which the last year has been remarkable, is the exemption of the City from the destruction of property by fire ; the amount of loss since the first of January last being \$48,618 00, of which \$25,000 were lost at a single fire, about three weeks since. While we are grateful for this mercy of an over-ruling Providence, we must not be unmindful of the efficient services of those of our fellow-citizens whose particular task it is to contend

with this fearful enemy, and who have uniformly shown themselves prompt and able to check its ravages. It is the opinion of many whose experience gives weight to their judgment, that considering the increased number of reservoirs, the character, the alacrity and the discipline of the Fire Department, and the care exercised to keep the apparatus in good condition, the City was never better guarded against danger from fire than at the present time; so that the somewhat greater expenditure required by the existing system of the department may, perhaps, be compensated by additional security. It gives me great pleasure to bear testimony to the uniformly correct deportment of those who have charge of this important branch of the public service.

Another interest of the City, of greater moment than any I have mentioned, is that of public instruction. The school system of Boston has done more than any thing else to produce the character by which the City has long been distinguished; and as the population increases, it becomes of more and more importance that the system should be adhered to and improved. During the past year one new grammar school house has been erected at East Boston, and one in Bennet street has been rebuilt, of a larger size and better construction. Three others,—situated in Hawkins street, Mason street, and South Boston,—have been greatly improved in their internal arrangement; and a committee of the City Council have recommended that a sufficient sum be provided in the next annual appropriation bill, for the erection of another on the land belonging to the City, on Cooper street. Should this be done, the City will have fourteen grammar schools, capable of accommodating from six to seven thousand children, from seven to fifteen years of age. This may reasonably be expected to suffice for the present; and if suitable attention be paid to the wholesomeness of the rooms, and the school committee continue to exercise the vigilant care, and ever wakeful ambition for the improvement of the modes of instruction, which have of late years distinguished them, there will be little to be feared, unless it

be an excess of intellectual excitement in the tender minds of the pupils. Besides the grammar schools, there are no less than eighty-five primary schools, for children from four to seven years of age, the rapid increase of which demonstrates at once the utility of the system, and the just appreciation of its advantages by the inhabitants. More than five thousand children are taught in these schools. Forty-two of the rooms in which they are instructed belong to the City, and it is of much importance that they should all be the property of the public, as they can then be constructed in a far better manner for the purpose than rooms in private houses. The annual appropriation for the erection of primary school houses has for several years past been \$12,500, and the gain of school rooms over the increase in the number of schools is so slow, that it may be deemed advisable to enlarge that appropriation till the supply of public rooms shall be more nearly adequate to the existing wants of the community.

Another appropriation which, in my judgment, it would be wise to increase, is that for the reduction of the City debt. Every year there appears in the annual accounts a provision for diminishing a debt, which, notwithstanding that provision, continues to increase. If it be proper that any such appropriation should be made, it is surely expedient that it should be effectual, and that in the course of years, there should actually be some reduction in the amount of debt. Otherwise it carries with it an appearance which certainly could never have been designed, of an attempt to disguise the facts in the case.

It is sometimes thought that the debt is increased by the extravagance of those who have the care of the public money; but so far as I am competent to judge of this point, I feel it no more than just to say that the charge seems to me without foundation. It is difficult to imagine that greater economy, or a stricter accountability could be introduced into the management of the public property; and if any one will examine the accounts he will immediately perceive that

the important items are for expenditures which must, to some extent, be continued, viz: for school houses and teachers; for widening, paving, lighting, and cleaning the streets; for the watch and the fire department:—in short, for things which are indispensable in all well regulated towns, and the cost of which must be expected to increase with the growth of the City. It is rare that any expensive enterprise is undertaken which has not been long and loudly called for; and in all improvements in which we share the advantage with posterity, it seems reasonable that a certain proportion of the cost should find its way to the tax bills of the present generation, rather than that the whole should be put on the shoulders of our successors. If the consequence of such suggestions should be an increase of the whole tax of the City, I am persuaded that it would even then be found not to exceed that of other places of the same size, nor even of many towns in this vicinity. It is, however, scarcely probable that any increase would be necessary. If the deficiencies in valuation were corrected, it would probably swell the amount of tax without adding to the ratio. But it would be a very unnecessary timidity which would be restrained by the weight of the City debt, from prosecuting any improvement of which the benefit is unquestioned, from the fear of adding to our burdens. There is a large amount of property which has been created by the loan, the rents of which more than meet the interest; and there is much of which we are in the daily use, for which, if we did not own it, we should be obliged to pay rent. All this ought to be offset against the debt; but taking merely the rents derived from that portion of the City property for which a debt has been incurred, they pay somewhat more than half the interest of the whole debt. This is a virtual extinction of that amount; and a debt of half its present nominal size is one of which the City need stand in no fear. Its disposable property will, if properly managed, be far more than sufficient to liquidate the whole.

I have thus, at some risk of incurring the charge of tediousness, expressed, as distinctly as I am able, my views on the topics of greatest interest to the City; and I have only to assure you of my cordial co-operation in all you may undertake for the public good, whether it be in economy or in enterprize. I should be ungrateful if I did not acknowledge the indulgence shown to my past efforts by my fellow citizens; and the only return I can make to them,—increased exertion to deserve their favor—shall not be wanting—and may God be with us as he was with our fathers.

City Document.—No. 1.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

63402.41
JANUARY 6, 1840.



PRINTED BY ORDER OF THE COMMON COUNCIL.

BOSTON:

JOHN H. EASTBURN, CITY PRINTER,

No. 18 State Street.

1840.

CITY OF BOSTON.

In Common Council, January 6, 1840.

ORDERED, That the Clerk of this Board be directed to request of the Mayor a copy of the Address delivered by him before the City Council this day, and that the same be printed for the use of the Members.

Attest,

RICHARD G. WAIT, Clerk C. C.

A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

IN entering upon the duties of the stations to which we have been called by our fellow citizens, it may be well for us to take a brief survey of the work before us. You will not, of course, expect from me—standing as I do but upon the threshold of office—any minute or extended detail. Besides the inappropriateness of such an attempt to the present occasion, I feel that for awhile at least, my occupation is to be that of a learner, rather than a teacher. But a general outline of the important interests which are committed to our charge, and of their situation and demands, together with a brief reference to the principles which the circumstances of the times suggest to us, as the proper rule of our action in regard to them, will not, I trust, be deemed out of place.

And, first of all, it cannot but be a matter of high satisfaction to us, that it is over such a City as our own, that we are called to preside. First among the foremost in achieving that freedom, without which there can be no real progress, she has never been found wanting in any enterprise, that could secure or adorn it. The simple, but eternal truths, written as it were upon her everlasting hills, in the blood of her stern, but pious ancestors—that industry is better than a fertile soil—an intelligent population than the softest climate—religion and virtue than mines of gold—have not yet been forgotten. Guided by these truths, as by the lights of heaven, and blessed by the smiles of a benignant Providence, she has steadily and healthily

advanced in size, numbers and wealth. The skill of her mechanics, the enterprise of her merchants, and the high and honorable character of her citizens generally, have given her no mean station amongst the cities of the world. Every interest essential to her well being as a community, has been liberally assumed and generously provided for at the public charge. Churches and school-houses are her most numerous and cherished monuments. Neatness, quietness, and general good order, have marked her character, and in all the points that are worthy of a true ambition, she has established and maintains, both at home and abroad, a reputation, which is an honorable passport for her children through the civilized world.

It is such a City, Gentlemen, whose history and character would furnish a pleasant theme for more extended remark, did the occasion permit, that now for a season entrusts its varied interests to us. This thought, whilst it serves to deepen our sense of responsibility, is yet a high incentive to action. Public duties in a free government, where every individual citizen is at the same time, party, witness, judge and executioner, must always be sources of deep anxiety to those who are called to discharge them. But where upon the earth would we choose to perform our allotted portion, if not amongst a people intelligent to perceive, reasonable to require, honest to appreciate, and—I add as a quality of which I may stand in special need—charitable to forgive? Fortunately placed as the scene of our labors amidst such a people, I know of no more appropriate wish, than that we may prove ourselves worthy of our constituents.

Our City has now been incorporated nearly eighteen years. It received from its predecessor, the Town, so little in the way of buildings and other conveniences for the public business and necessities of various kinds, and that little has been found so inadequate to the subsequent rapid increase of its population and business, that it has felt itself obliged, during this period, to fit itself out anew, in almost every department of which its government has charge. Hence have arisen the Faneuil Hall Market—the four large establishments at South Boston—the Court House—a great proportion of the fifteen Grammar

Schools—all the Primary Schools—with sundry other permanent establishments of lesser magnitude, connected with the Fire Department, and other branches of the public service. The whole of this burden has fallen upon this period of eighteen years. How far any or all of these establishments were called for by public necessity, or how judiciously the details have been carried out, it is of little practical advantage for us to inquire. We find them in existence, and no reasonable person can doubt, that they all originated in the purest purposes of public good, on the part of those who have preceded us in the government, and that from most, if not all of them, the City is now reaping most substantial benefit.

Another legacy left to the City by the Town, consisted of many crooked and narrow streets, which the increasing population and business have, in the opinion of our predecessors, made it necessary to straighten and widen. Whether or not in this respect also, a proper moderation has been observed, it is not our province to judge. It is certain, however, that this work has been done, during this same period of eighteen years, to a very considerable extent, and under the system here pursued in this matter, at a very large expenditure of money. But at the same time it is to be considered that in this department of public improvement, what has once been done, has in all probability been done forever.

The destitute and inconvenient condition in these and other respects, in which the City commenced its existence, and the consequent heavy outfit to which it has been subjected, must be carefully borne in mind by those who would do justice to past administrations of its government; and in the extensive and costly improvements which have already been completed, we should consider our comparative freedom from calls for a like expenditure in the future. I should be doing injustice, however, to the old Town of Boston, if, in referring to the destitute and inconvenient condition in some respects in which it left its successor, I failed at least to mention three items of its estate, to be estimated, not in gold, but by their rich and noble associations—the old State House—Faneuil Hall—and its own good name.

But a material consequence to us of this system of internal improvements of various kinds, thrown, as the expense from time to time has been, partly upon the future, is the creation of a City debt, which has been gradually increasing, during this period of eighteen years, from \$100,000—the amount which the City received from the Town—to the sum of \$1,600,000, which is about the present debt. Herein is an interest of the City, which at any time, and under any circumstances, must command the careful attention of its government, and one to which it seems to me that the present times and the existing feelings of our constituents, invite special regard.

I am aware that to give a true view of the present financial condition of the City, it must be stated, that for the expenditures which have caused the present debt, the City has acquired a property, which not only accommodates the public business of all kinds, but whose annual pecuniary rents amount to about \$50,000, or more than one half the annual interest of the entire debt; and that it owns besides, about \$200,000 in bonds and notes, and also between five and six million feet of land upon the Neck, which is in process of gradual sale. There may, therefore, be no occasion for any great alarm upon this subject at present. But still the principal of the debt is no inconsiderable sum. And it must be borne in mind, that of that property which yields the above named rent, there is little, if any, excepting the City wharf, and the wharves on Commercial Street, that will probably ever be sold, and the proceeds applied to the payment of the principal of the debt, and that of the rent itself, the sum of about \$12,000 is annually requisite for repairs upon the public property. And in regard to the public lands, and the bonds and notes, the experience has been, that whilst the former have been selling—very slowly, it is true, during the two past years—and the latter being collected, and the proceeds of both paid into the City Treasury, the City debt has been gradually increasing. It seems to me plain, therefore, that unless a different course, in some respect or other, is pursued for the future, a large proportion of the principal of the debt, if it be suffered to increase, may eventually be left without means of payment,

excepting by the sale of public property—of which, however, the public business requires the use—or by taxation.

However wise, therefore, may have been the expenditures of the past, under the special exigencies of the City, which have been stated—and I presume not in this place to question the wisdom of any one of them—I believe that the united voices of our constituents demand, for awhile at least, a change of system. I am free to confess my own opinion, that the system of internal improvement, important as it is within strict limits, and when gradual in degree, has yet been pushed too rapidly in many parts of our country; and it may be too much to have been expected, that our own City should wholly have escaped the contagion. And the credit system, too, which has been a powerful instrument in this work, whilst I view it as so important, within proper bounds, that its entire destruction would be an act of madness, is yet a most delicate instrument, and one that requires very careful handling and very spare use. Whatever, therefore, I repeat, may have been the propriety of those past expenditures, which have created the present debt, I am satisfied that it is now time to pause. Though there may still be improvements, either already contemplated or subsequently to present themselves, which would unquestionably conduce to the convenience and ornament of the City, yet I believe the decided feeling of the community to be, like that of individuals, that, for the present, the luxuries of life must be dispensed with, and a rigid confinement enforced to its simple necessities! It requires of us to be content with things as they are, and not to incur expense, and much less a debt, to make them just as we would wish them to be. I believe, therefore, that I but speak the general sentiments of our constituents—as I am sure I do my own—when I recommend, as the cardinal point of our administration, not merely a prevention of the increase, but a positive and gradual reduction of the City debt.

It should be stated, that this subject of reducing the City debt, has often engaged the attention of our predecessors. In 1834 an ordinance was passed, constituting the Mayor, the President of the Common Council, and the Chairman of the Joint Committee on Finance, on the part of the Common Council, a

Standing Committee upon this subject. And by the same ordinance it was provided, that all balances of money thereafter remaining in the Treasury at the end of any financial year—all receipts in money on account of the sale of real estate of any description belonging to the City—all receipts on account of the principal sum of any bond or note owned by the City—and also \$15,000 of the annual City tax, should be appropriated to the payment or purchase of the capital of the City debt. And by the very last Council, a resolution was adopted, that instead of \$15,000, mentioned in the ordinance, a sum not less than *three per cent.* on the amount of the City debt, ought to be annually appropriated for its reduction; in pursuance of which, the sum of \$45,000 was actually provided for in the appropriations for the present financial year, commencing on May first, last.

But notwithstanding these provisions, and although the sums appropriated have been faithfully applied to the purpose specified, yet in consequence of embarking in new enterprises, either of erecting buildings, or opening or widening streets, for which new loans have been made, the effect of the appropriations has been entirely, or more than neutralized, and no reduction has in fact taken place in the amount of the debt. But whatever may have been deemed the necessities in times past, which have led to this result, I readily confess that the history of the country and the circumstances of the times have read me some new and impressive lessons upon the subject of contracting debts, both by individuals and communities. And the more carefully I have examined the financial condition of the City, the more sensibly have I been impressed with the views I have suggested, as to the course to be pursued in this matter for the future.

It seems to me, therefore, from this history of the past, and in view of the present condition of the finances of the City, that to the farthest practicable limit, a stop should be put, for the present, to all permanent improvements of a kind which lead to the creation of a debt in any shape. I say not absolutely, but *to the farthest practicable limit*; for in the unseen future, which to our imperfect vision, embraces the next day, equally with the next century, exigencies may arise to compel a different course. But true wisdom and a prudent regard for the

public welfare seem to me enjoin upon us, to enter upon no work of this kind, except under circumstances of so pressing a character, as scarcely to admit of question. The extensive outfit already made by the City, and which has been before referred to in explanation of the present amount of the debt, by rendering the calls for the future less numerous, will facilitate this work of its reduction. But at any rate, for awhile at least, if inconveniences exist, they must be tolerated, rather than a debt contracted for their removal. Though expensive improvements can be shown to be beneficial, they must be postponed until a different aspect is worn by our finances. And of all internal improvements in the City which now occur to my mind, I know of no one that I would myself more gladly witness—none that I believe would be more agreeable to our constituents—none that I think would better promote the real and permanent interest of the City, than that which I again recommend to your special consideration—the gradual yet positive reduction of the City debt, by an amount as nearly as possible equal to that annually set apart and appropriated for the purpose.

In this connection, permit me to suggest, that the substitution by the last Council, as before mentioned, of *3 per cent.* on the amount of the debt, instead of the sum of \$15,000, as the amount of the annual tax to be applied to this purpose, seems to me a most judicious provision; and though from its form of a resolution, it in nowise affects the present or any future Council, yet that I think it deserves, not only to be re-resolved, but is worthy of the more permanent form of an ordinance.

If this view of the general course to be pursued upon this important subject should meet your concurrence, a very simple disposition is to be made, for the present, of those projected enterprises, which have heretofore engaged the attention of the City Government. Amongst these, as you well know, and one that has long been before the public mind, is that of introducing into the City a supply of pure water. Of the importance and benefit to the City of such a supply, there can be little, if any, doubt. It is an object well worthy of the careful attention which has been bestowed upon it, and one that ought not, and I trust will not be lost sight of. But it is an enterprise, which,

if undertaken by the City, must involve a very considerable outlay, and it cannot but be admitted that some doubts may reasonably be entertained as to its pecuniary results, for at least a considerable period of time. It seems to me, therefore, that no prudent government would enter upon it, unless with the hearty concurrence of a large majority, not only of its own members, but of the citizens generally. Notwithstanding the views which I have heretofore expressed in another branch of the government, and with less knowledge upon the subject, I now feel satisfied from subsequent observation, that the public mind is not yet ready to sanction the undertaking by the City Government. That something must in time be done in reference to this important matter, there can be little doubt. But the period, the manner and the means, it must be left for the future to determine. It is satisfactory to feel, that by the fidelity of those who have heretofore in various ways acted upon this subject, the labor and money already expended have not been lost. Much and valuable information has been obtained and preserved in a permanent form for the benefit of our successors. But it seems to me that every consideration suggests to us, that for the present at least, the project on the part of the City must be laid aside.

Some steps have also been taken by our predecessors in reference to the erection of a new City Hall, on the land west of the new Court House. With a view to this project, the estates lying between the old Court House and School Street have been purchased at a cost of \$60,000, and sundry plans for the building have been submitted for consideration. Whatever course may be pursued, either by the present or any future Council upon this subject, the possession by the City of the estates thus purchased, would seem to be desirable, as advantageously developing the valuable property which it before owned in that vicinity, and as making with it an entire and well shaped estate, whether for improvement by itself, or for sale. It is to be regretted, however, that the buildings upon the estates so purchased, have been taken down, before a definite disposition of the whole property had been determined upon; though here again it should be known, that the evil is greater in appearance

than in reality, as most of the buildings had become almost derelict, in consequence of their unfavorable situation for business, and were yielding but a small income, which must have been still further diminished under the mere tenancies at will, which, in the present uncertainty as to the disposition of the property, would be all that the City could safely grant. Still it is to be wished that the buildings had been permitted to remain.

As to the particular project of erecting a new City Hall, there can be no question, I presume, that such a building might conduce to the ornament of the City, the safety of the public records and documents, and to the convenience and comfort, not only of the City Government, but of the citizens in general. But in accordance with the general views which I have ventured to suggest, there seems to me to be another question of great importance, whether in a wise and prudent view of its present condition and general interest, the City can afford the cost. It is true that by vacating the apartments of this building now occupied by the City officers, it would be made to yield an increased rent. But to say nothing of the expense of altering it for that purpose, it may well be doubted, whether the increased rent of this would more than pay the repairs and incidental expenses of the new and enlarged building. And as the building vacated would not thereby become an object of sale, the proceeds of which could be applied towards paying the cost of the new structure—for who would propose selling what was once the old State House? the practical result would be that the entire cost of the new Hall would be added to the present City debt, and without in fact bringing any means for its subsequent payment. I cannot, therefore, hesitate to express the opinion, that this project also should at least await a different condition of the City finances.

Another plan has been proposed—that of altering the old Court House into a City Hall. But as one of the reasons for erecting the new building for the Registry and Probate offices, was the danger of their records from fire in their present apartments—as very extensive alterations will be required for a permanent establishment there, at a cost too, of which some idea may be formed from the fact, that the fitting up of the present

City Hall was attended with the expense of \$30,000, and as, after all, we shall have but an old building, most of whose rooms are low and dark, and about whose strength there have been some doubts—it would seem as if the improvement by the change would hardly be commensurate with the cost.

I am aware that the present situation of things upon this subject makes it one of difficulty. But I venture to suggest, that for the present certainly, we remain where we are—that at the proper season, the grounds around the old Court House be put into tolerably looking condition—the building itself be made, if possible, to yield an income, by leasing its rooms, as opportunity may occur—and that for the present certainly, no step be taken which shall lead to the incurring of any debt. Even if a sale of the unimproved property of the City in that vicinity should eventually be thought advisable, the arrangement suggested would seem best for the present, as this would hardly be deemed a favorable period for making such a disposition of it.

Upon the subject of opening and widening streets, which has heretofore been a fruitful source not only of expenditure, but indirectly of increasing the City debt, I respectfully recommend that an entire stop be put to it for the present, excepting, of course, so far as the action of our predecessors, in laying out new lines prospectively which have been already in part conformed to, or other pressing circumstances, now unforeseen, may make a different course necessary. And to this end and with a view to have the applications upon this subject brought before both branches of the government, I suggest that no provision be specifically made for this purpose in the annual appropriation bill; but at the same time, in order to avoid the necessity of incurring a debt, in the event of proper cases presenting themselves, that the amount of the reserved fund be increased, so that upon the question of applying any part of that fund to any proposed alteration, the opinion of both branches of the government may be obtained.

I have ventured thus freely and at greater length than I intended, to express my own opinion upon what seem to me very important matters at the present time, not that I deemed it of

special consequence to others what that opinion might be, but because I considered that the public mind demanded a frank statement in regard to them from any individual whose official duty they had made it to address the City Council at this time. I trust, however, that I need hardly add, that I am aware of the interests of the City being confided to us jointly, and that upon these and all other matters, I shall readily defer to your larger experience and sounder judgment.

Of the works of a permanent character, that have been in progress during the past year, the building for the Registry of Deeds and Probate Offices will probably be completed and ready for occupation by the month of April next. It is stated by competent authority to have been built in the most durable style, and completely fire-proof, and it promises in all respects to answer the purposes of its erection. Its cost will probably be about \$30,000, of which \$22,000 only have yet been appropriated, leaving the balance to be in some way provided by the present Council.

The Lunatic Asylum at South Boston has during the past year been completed, at a cost of about \$32,000, of which nearly the whole amount has already been provided. It has been furnished, its officers appointed, and has now been in operation for a few weeks with about eighty inmates. In reference to the erection of this building it should be known, that the Legislature of the Commonwealth, by an act passed April 13th, 1836, required that there should be "within the precincts of the House of Correction in each County in this Commonwealth, a suitable and convenient apartment or receptacle for idiots or insane persons not furiously mad, to be confined therein, as therein after provided." Any one who examined the provisions heretofore existing for this most unfortunate class of sufferers in both the House of Correction and of Industry must have been satisfied, that however advanced our City might be in other respects, in this at least it had scarcely emerged from the dark ages. As something therefore, was positively required to be done, even to save the County from indictment, it cannot but be a satisfaction to every right minded individual, that we have been content with nothing short of

what mingled science and philanthropy have developed upon this subject.

The new School House, in Cooper Street, to be called the Endicott School, is expected to be ready for occupation in the course of the ensuing Spring. It will probably cost about \$20,000. It is stated, however, to be a very superior building in the important matters of room, ventilation, and arrangements for the comfort and health of the children.

The subject of the Court House and Jails, on Leverett Street, has engaged the attention of the City Government for some years, but no satisfactory plan has yet been devised for its disposition. It is a matter attended with much difficulty, and I venture only to call your attention to it, in the hope that something may yet be suggested upon the two great points presented, viz: the procurement of a well arranged and well located Jail, and a judicious and profitable disposal of the property of the City now lying useless.

The annual current expenses of the City—excluding, of course, those for widening the streets and all objects of a permanent character, and excluding also the payments on account of the principal or interest of the City debt—amount to about \$425,000. This is about the amount of what may properly enough be called the annual household expenses of the City, in the various departments of the public service. Of this amount more than \$100,000 or nearly one quarter part of the whole annual current expenditure of the City, is devoted to the public schools, and this exclusive entirely of the purchase of lands and erection of buildings. And this amount, too, is about one-fifth of the whole tax assessed, for the present financial year. This fact must certainly be a source, not only of consolation, but of just and honest pride to every citizen of the community, whether the tax he pays be large or small—that one-fifth of every dollar that he does pay, is appropriated to the education of his own children or his neighbors, or both. This expenditure for schools is distributed amongst fifteen of the first class, containing between five and six thousand pupils, and ninety-one primary schools, containing as many more—making in the whole about eleven thousand pupils. By the recent

census of the City, it appears that there are in it about seventeen thousand persons between the ages of four and sixteen years, and that the whole population is about eighty thousand. It is accordingly a fact—whose greatest eloquence is its simple statement—that not only is the large proportion of the current expenses of the City which I have mentioned, incurred for the public education of children, but that more than one half of all the persons in the City, between the ages of four and sixteen, and more than one-tenth of the whole population of Boston, is at this very moment, receiving the benefit of the public schools at the public charge. It may be that this expenditure yields no return in dollars and cents. But where beneath the sun, can a better investment be found for the sum of \$100,000 annually—or one, that our constituents would exchange for this chosen one of their own, which returns an income that gold cannot measure, nor money buy,—an educated, intelligent, moral rising generation, to the amount of one tenth of our whole population? In regard to *our* concern with this item of the public expenditure, I have only to say, that if I rightly understand the community in which we live, whilst it will require at our hands, a watchful care and a wise economy in the various details, it will tolerate no limit to the extension of the present system, so long as a single child remains to seek its benefits.

The residue of the current expenditures of the City is distributed amongst the various provisions for the Fire Department,—for paving, draining, cleaning and lighting the streets,—the salaries of public officers,—the City watch and police,—the outdoor charity, administered by the Overseers of the Poor,—the Houses of Industry, of Correction, and of Reformation for Juvenile Offenders,—the Quarantine establishment, and Asylum for Lunatics,—the administration of justice,—and repairs of the public property. I make this enumeration with no view of entering into details, for of these I am yet to be a student. But I seek only to present the very numerous matters which in this City are made objects of public concern and charge, and the consequently numerous and diversified interests which are now to be committed to our care. I believe them all to be objects which our constituents prefer should be under public

control, and that they ask of us in reference to them, only that careful superintendence and frugal management of expenditure, which shall reduce the public burdens to the lowest amount consistent with an honorable and proper maintenance of these several interests.

The City, during the past year, has been blessed with an unusual share of health. Notwithstanding the appearance of the small-pox, which has caused fifty-eight deaths since September 12th last, the whole number of deaths during the year has been but *eighteen hundred and sixty-three*, being fifty-seven less than those in the year 1838, and only twenty more than those in 1837. With these facts before us, and with our knowledge of the means of disarming the small-pox of all its terrors, if not of entirely eradicating it, there would seem to be no occasion for any alarm upon the subject, or at present for any additional provisions in regard to it, on the part of the City.

The loss of the citizens by fire has been very considerable during the past year, amounting to about \$140,000. It is some consolation, however, to know that it has been in no degree owing to any remissness on the part of our excellent Fire Department, which, I am happy to be able to state, continues to maintain its usual character for good discipline, good order, and efficient action.

I have thus endeavored, Gentlemen, to bring to your notice, the various public interests, over which we are now to preside, and have ventured to submit my own opinion as to the principles which, under the present circumstances of the times and of the City, should guide us in the discharge of our public duties. And, in conclusion, I trust you will pardon me a moment's reference to myself.

I cannot adequately express to you my surprise at the circumstances which have placed me in my present position. Whilst I feel it to be an honor as undeserved as it was unexpected, I am not unaware that it is accompanied with the prospect of arduous and harassing duties, which must be some atonement for any seeming presumption on my part in even consenting to be here. For whatever may have been the original theory as to the office of Mayor of this City, the indefatigable

labors, the unremitting and devoted fidelity to the public service of all its preceding occupants, have practically removed it the farthest possible from a sinecure. But my fellow citizens have seen fit to call me to it, and I know of but one true republican rule upon the subject, and that is, while seeking for no office, and asking not a vote, to hold one's self ready, to the utmost of possibility, to obey every distinct and unsolicited call of the public, to enter into its service. It is an unspeakable consolation to me, that obedience to this rule, unmixed with any selfish motive or wish, has placed me in this new situation. Having entered it without desire, and seeking not my own, I shall be ready to leave it at a moment's warning. I am able, therefore, so long as I occupy it, to set before myself, as I certainly shall, but two objects, first, to learn, and then to do my duty, fearless and regardless of all personal consequences.

I am aware of my want of years and of wisdom. No one can distrust my ability more sincerely than myself. As I look round even within the narrow circle of those with whom I am to be associated, in both branches of the government, I see many individuals who would more ably fill the place which I occupy ; and I am deeply sensible that if I am worthy of any place in this assembly, my appropriate one would be that of a hearer rather than the speaker at the present moment. And when I consider the distinguished and able individuals who have preceded me in this office—when I think of the many and great duties and responsibilities which attend the station—the various and conflicting interests that are to be met and harmonized—the numerous and diverse individuals who are to be encountered, and often under circumstances which must severely try the judgment of one who seeks only to be a faithful magistrate—and above all, when I feel how closely home to the business and bosom of every citizen may come the acts, and amongst them even the unintended errors of the office which I fill—I confess that I fear and tremble.

But, on the other hand, as I call to mind the intelligence and candor of those whom I am to serve—as I witness the discreet and, in some instances, long-tried public servants, with whom I am to be most immediately associated—and when, in

addition to the talent and experience of the members of the other Board generally, I see amongst them personal friends, with some of whom I have had the benefit of acting during the whole period of my connection with that Board, and upon whose sound judgment and single hearted devotion to the public service I have long known the safety of relying—I am encouraged and strengthened.

And yet, Gentlemen, with all these aids and advantages, I feel that I shall need your forbearance and indulgence. Let me, therefore, bespeak them in the outset. And I can only give you in return, the assurance, that whatever other requisites to the discharge of my duties I may fail to bring, I will not fail to bring a zealous co-operation of mind, heart, and strength, in all measures that concern the interests of our beloved City. And may He who presides over communities as well as individuals, smile upon our efforts, and crown them with success.

City Document.—No. 2.

ADDRESS OF THE MAYOR
TO THE
CITY COUNCIL OF BOSTON,
JANUARY 4, 1841. *6340 v. 41*



John Chapman.
PRINTED BY ORDER OF THE COMMON COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER.

1841.

City Document.—No. 2.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 4, 1841.



PRINTED BY ORDER OF THE COMMON COUNCIL.

BOSTON:

JOHN H. EASTBURN, CITY PRINTER.

1841.

CITY OF BOSTON.

In Common Council, January 4, 1841.

ORDERED, That the Clerk of this Board be directed to request of the Mayor a copy of the Address delivered by him, before the City Council, this day, and that the same be printed for the use of the Members.

Attest,

RICHARD G. WAIT, Clerk C. C.

A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

Having been again called, under circumstances which demand, as they receive, my most grateful acknowledgments, to the station which involves the duty of addressing you upon this occasion, I cannot forbear, in the outset, to congratulate you upon the many blessings which have distinguished the past, and the auspicious circumstances which introduce the opening year. Through a kind Providence, the health of the City has been signally preserved. The ravages by fire have been unusually small. The peace of the City, though exposed to the dangers incident to the most excited political struggle that the country has ever witnessed, has been almost entirely uninterrupted,—a circumstance alike creditable to all parties, and one of the surest guarantees of the stability of our free institutions of government. The recent census has shown our population to be rapidly increasing. The opening of steam navigation, during the past year, between Liverpool and Boston, through the enterprise of the Hon. Samuel Cunard,

has been attended with the most triumphant success. It has already, and of itself, given to our City a commercial importance unknown to her before; and when we consider it in connexion with the great internal improvement through our own Commonwealth, so shortly to be completed, the most important results to our prosperity may justly be anticipated. The period of general depression in the various branches of industry and business, seems rapidly giving place to one of activity and success. And in all respects, in which, on this occasion, we can regard our City, I think it may be truly said, that in no period of her history have her prospects for the future been so bright and cheering.

In matters of strictly municipal concern, the past year has furnished little that requires extended comment. The government has confined itself to a careful superintendence of the ordinary affairs of the City, with a view to the just requisitions of the citizens, and at the same time to a prudent expenditure of the public money. The principle which it professed at the outset, of embarking in no new enterprises which should add to the present very considerable amount of the public debt, but on the contrary, of endeavoring so to manage the interests committed to them, as to lead to a gradual reduction of that debt, has been faithfully adhered to. And the anticipation then indulged, that such a course would meet the approbation of the citizens generally, has, I am happy to believe, been fully realized:

In consequence of the state of the finances at the commencement of the present financial year in May last,—the payment of a portion of the expenditures of the preceding year having been thrown upon this, and the season being one of great pecuniary depression,—the City Council deemed it prudent to provide in substance only the sum of \$21,000, from the annual tax and income, toward the reduction of the City Debt. By pursuing the course which has been stated, however, I am gratified to be able to say, that whilst all the departments of the government, connected with the peace, safety and comfort of the citizens, have been satisfactorily provided for, the aggregate expenditures in all probability will not exceed the appropriations, and that if the income from taxes and other sources equals the estimates, which there is good reason to think will be the case, the close of the present financial year, in April next, will show a reduction of the public debt, to the full amount of the appropriations for that purpose.

I look upon this result as but the commencement of a course, which I believe it will be for the true interest of the City to pursue for many years to come. By an economical administration of our public affairs, I do not understand a niggardly spirit, that looks upon money as the only good, or that would permit any of the matters that concern the education of our children, the peace, order, cleanliness, comfort or safety of the City, to be imperfectly provided for, for the mere purpose of saving dollars

and cents. So long as we have the means, let ample provision be made for these matters, in maintenance of the well established character of our City in regard to them. Our citizens have been accustomed to no less, and will tolerate no less. But at the same time, let the income appropriated for the purpose, together with the taxes assessed each year, be made certainly, beyond all question, sufficient under prudent management, to meet the current expenditures of the year, so that each year's income shall without fail pay its expenses, and the debt on no consideration be increased from this source. And then, by simply forbearing expensive enterprises so long as we are considerably in debt, by bringing our public lands gradually into the market, and by truly and in earnest applying their proceeds, together with the other appropriations for that purpose under the Ordinance, to the reduction of that debt,—we shall soon find our finances wearing an aspect that will give us satisfaction, and our City becoming one of the most desirable places of residence in the country. This is the kind of economy, I believe, that our citizens ask at our hands, and it is the one which I heartily recommend as the guide of our administration.

It should be observed upon this subject, that it has been comparatively easy, during the general stagnation of the past year, to keep the prudent course of avoiding new liabilities. A season of returning prosperity which seems close at hand, may

make it a harder trial to hold back. But our duty, I believe, will be unchanged. And however prosperous may be the times that await us, I am satisfied that if they who are heavy debtors, be they individuals, Cities, State or Countries, will use the opportunity for the payment or diminution of old debts rather than the contracting of new ones, they will find it a season of prosperity indeed.

Connected with the subject of our finances, I would suggest the expediency of a change in some respects, in the mode of keeping the books and accounts of the treasury. It seems to me, that a separate account should be kept in that office, with each item of appropriation and of income, and that the receipts and disbursements for the ordinary and current expenses of the City, should be kept wholly distinct from the operations in relation to the loans,—so that the books at all times, and especially the annual accounts of the Treasurer, should show distinctly the result of the year, as to each item of expenditure and income, and as to the public debt. The financial operations of our City are certainly of sufficient magnitude to justify the most approved and systematic method of keeping our accounts. But I am satisfied from personal observation, that this is impossible on the part of our most laborious and faithful Treasurer, with the help at present furnished him. A different arrangement in this matter, even if it should require additional assistance in his office, would, I am confident, not only be much more satisfactory to the

Council and the community, but by permitting a greater subdivision of the present very great amount of labor in that office, would pay for itself by the increased amount of collections that could be made.

In connection also with the subject of our finances, I would further suggest that an inconvenient and awkward distinction is now made between the modes of paying the City and County accounts, and that in the management of the Houses at South Boston, with the exception of the Lunatic Hospital, a different mode of expenditure is practised from that adopted in other matters,—the income from those Houses, excepting the House of Reformation in part, not being paid into the City treasury, but expended by the Directors in the support of the establishments. As the City is required by law to pay the expenses of the County, I can see no reason why different modes should be adopted in the expenditures. And with the highest respect for the managers of all those institutions, and with the most entire confidence that every expenditure is properly made, I cannot but think, that one uniform system should pervade our whole financial department,—that all monies received from any source, on account of the City or County, should be paid into the treasury, and that all monies expended for any purpose, should be drawn from the treasury, through the regular and appropriate channels, which should be the same in all cases.

By these two modifications of the existing state of

things, which I have ventured to suggest, it seems to me, that entire system and uniformity may be introduced into our financial department,—the vouchers of all expenditures be submitted to the same committee, and kept in the possession of the City,—and the books and accounts of the Treasurer be made to show the exact expense of each matter of public charge. I deem it my duty, therefore, respectfully to recommend them to your consideration in season, in case they should meet your approbation, to take effect at the commencement of the next financial year.

An exception to the remark that the government has confined itself during the past year to the ordinary affairs of the City, is the disposition which it has made of the question of a City Hall. The old County Court House on School Street, which became entirely vacant on the completion of the new building for the Probate and Registry Offices, proved, upon examination, to be one of the most substantial and durable structures in the City. I am free to confess my own error in what was stated in this place a year since, as to the strength and capabilities of that building; though what was then expressed was, I believe, the general opinion of those who thought they were acquainted with the subject. After much discussion and deliberation, the Council determined to fit it up for a City Hall, and to lay out and enclose the grounds in front, and appropriated

for these purposes the sum of \$14,475. The work, though commenced late in the season, has been prosecuted with diligence, and will be completed in the course of the next month. The result, I believe, will surpass all expectation. I am able to state with certainty, that the cost will not exceed the appropriation, that is, will not exceed about a year's interest upon the probable expense of a new building. When completed, we shall have a City Hall, whose external appearance will well compare, to say the least, with that of much costlier edifices of more modern times, and whose internal arrangements will accommodate every officer of the government as well as could possibly be desired.

It should also be stated that there is in the building an excellent Ward Room, and beneath it a most commodious Engine House, the cost of which will not exceed \$800; whilst that of a new one, including land and building, would be about \$4,000. And as an offset to the whole expenditure upon the building, the apartments at present occupied by the government, both in this building and Faneuil Hall, can now be leased, and at a rent, undoubtedly, that will not only pay the interest of the whole expenditure, but rapidly return the principal.

It seems to me, therefore, that the question of a new City Hall may be considered as put to rest, at least till a period when no one of us will be concerned in its discussion. And as I believe that the

disposition of the matter which has thus been made, will be most acceptable to all our citizens, as soon as it is fully understood,—and inasmuch as it is somewhat the custom to ascribe to the individual who holds the office of Mayor the credit or discredit of all measures of importance that are adopted under his administration, I deem it an act of simple justice to say, that whilst I claim for myself and my associates upon the Committee the merit of fidelity to the trust committed to us, yet that it is to the ingenuity, taste, perseverance, and unwearied personal attention of Mr. Jonathan Preston, a member of the Common Council and of the Committee, that we are mainly indebted for this happy result, and that to that gentleman the City is bound to feel itself under special obligation.

The subject of furnishing the new building has been referred by the past to the present Council, and I commend it to your earliest attention.

The new fire-proof building for the Probate Office and Registry of Deeds has been completed during the last year, and is now occupied. It proves itself a model for such kind of structures. The new school house on Cooper Street has also been completed, and is now filled with scholars. Two new wooden buildings are in process of erection at South Boston; one designed for a hospital for the House of Industry, and the other as a workshop for the House of Correction. A piece of land has also

been purchased for a new Primary School House at the north part of the City, and the appropriate Committee authorized to cause the building to be erected as soon as spring opens.

The subject of wooden pavements has attracted considerable attention during the past year. While their advantage in point of quiet in great thoroughfares cannot be questioned, it must be admitted that the evidence from other cities as to their durability, and consequent expense, is not very satisfactory. The City accordingly has been very cautious in substituting them for stone, at the public charge, having expended in those cases where they have been used, only what would have been required under any circumstances, the abutters paying the residue of the cost. The subject is certainly worthy of careful investigation. But it seems to me that we should continue to move cautiously, until the experiment has been fairly tried in our own City, and that we may reap the benefit of all the improvements which will undoubtedly be made.

Our schools continue in their usually flourishing condition. The institutions at South Boston seem in general to be fully answering the salutary purposes for which they were designed. A report however upon the House of Reformation for Juvenile Offenders, in reference to the subject of having both sexes in the same building, together with the organization and general operation of that establishment,

has been referred to the present Council, and the whole matter is one that deserves attention.

The Fire Department has fully sustained its character for efficiency and good discipline, and shown itself entitled to the entire confidence of the City.

The difficult question as to the best disposition of the Court House, Jails, and land on Leverett street, yet remains unsettled. However desirable it may be in some respects to remove the Jail to South Boston, there certainly are serious objections to such a course. And if it must remain in the City proper, it would seem preferable on every account to continue it in the neighborhood now accustomed to it, rather than to remove it to a new position. In this view the question would be reduced to the best mode of setting apart for the purposes of a Jail so much of the property as is necessary in the present state of things, and disposing of the rest. I cannot but express the hope that by this or some better arrangement, the matter may be adjusted during the present year.

A recent decision of the Supreme Court upon the Ordinance in relation to Sewers and Drains, has rendered further provisions upon that subject necessary on the part of the City Council.

A great deal of complaint, and not altogether unreasonably, is made as to the imperfect condition of the Voting Lists of the City. It cannot be denied that they are not what they should be. It would

needlessly consume your time to enter into the causes of the difficulty, or attempt to point out specific remedies on this occasion. I am satisfied, however, that the difficulty may be in a great measure remedied. And as I know of no more important duty than that of guarding the elective franchise, I most earnestly commend this subject to your attention, with a view of providing in season the necessary means of making the voting lists as correct as possible.

I am not aware, Gentlemen, of having omitted any topics which it is important to bring to your notice at the present time. We now enter, therefore, under the sanction of our oaths, upon the administration of our City Government. It would be pleasant and exciting, I know, to find ourselves furnished with ample means, and called upon to embark in large and striking enterprises. No one would enjoy such a state of things more than myself. But if I am right in my view of the true interest of our City in its present condition, the homelier and less captivating duty awaits us, of husbanding resources and superintending details. It is remarked by one of my most distinguished predecessors, the present President of Harvard College, in his history of that institution just published, that "those who limit and economise are never so acceptable to mankind, as those who enlarge and expend." And he adds, therefore, that "no higher obligation rests upon history, than to do justice to

men on whom these unpleasant and unpopular duties devolve." Let me only add, in conclusion, that there is for all of us, whatever may be our station, and alike in public and private life, a higher ground of reliance than what other men may either think or write—the simple consciousness of having done what we deem our duty, without reference to the question whether it be popular or unpopular.

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City Document.—No. 1.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 2, 1843.

6340a 44



Martin Brainerd
PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:

JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1843

May **City Document.—No. 1.**

ADDRESS OF THE MAYOR

W. Brimmer.

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 2, 1843.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:

JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1843

CITY OF BOSTON.

In Common Council, January 2d, 1843.

ORDERED, That the President of this Board be requested to ask of the Mayor a copy of the Address delivered by him before the City Council this day, and that the same be printed for the use of the Council.

Attest,

RICHARD G. WAIT,

Clerk C. C. pro tem.

MAYOR'S ADDRESS.

GENTLEMEN OF THE CITY COUNCIL:

IT has been customary for the Chief Magistrate of this City, annually, on taking the oaths of office, to address the City Council, with a view, either to apprise them, and through them, his fellow citizens, of his opinions upon certain subjects interesting to them, or, what is infinitely more important, to draw their attention to those subjects, in which the credit of the City, and the welfare of its inhabitants, are closely connected. Far be it from me to omit so laudable a custom—a custom which the practice of the distinguished individuals who have preceded me, as well as the requirements of the City Charter, has now rendered a duty. I propose, then, to ask your attention at this time to some of those more important subjects, which the past year, or the present, calls for particular consideration.

The first subject to which I feel it my duty to draw your attention, is the situation and construction of the County Prison. The Jail for the County of Suffolk stood, within the recollection of most of us, in the immediate vicinity of this place. The in-

crease of population demanded a new erection, further from the centre of business, and more in conformity with the improvements of the age. In the year 1819, the County determined to erect a new Prison, and a commission was appointed, who brought to the subject all the information and experience which the times possessed, and all the devotion which the subject required. The Jail, when built, was doubtless considered the model prison of the times. It is as unreasonable to demand of them the improvements of later years, as to complain of the navigator of forty years since, that he did not navigate the ocean by steam. But, Gentlemen, the times are changed, and we must conform to the advancements of the age. The great merit of the present construction was supposed to be its strength, but *recent events* have shown that this supposition is without foundation. Within the Jail yard are two prisons ; one was erected for a House of Correction —the other for a common Jail, and both so far removed from the Jailer's house, as to render an immediate supervision over either impossible.

The leading objections to the mode of construction, are—

1st, That from their remote position, the Jailer can have no supervision over the prisoners at night, and they are necessarily left to their own machinations, without the possibility of detection.

2d, That there is no mode of preventing the inmates from having communication with each other, and any prisoner may communicate with any other, in cells on the same floor or on any other.

3d, That the mode of warming the cells is defective in the extreme. The common entries being

made the *hot air chambers* from which, and from which only, the cells are but imperfectly warmed.

4th, That the cells being built contiguous to the outside walls of the prison, and communicating with the yard, by grated windows, there is no mode of preventing persons from without scaling the jail yard wall, and furnishing the inmates with means of escape, or instruments of self-destruction.

5th, The impossibility, on the present construction, of properly classifying the prisoners. This is now done, under the direction of the intelligent and benevolent Sheriff of the County, as far as the mal-construction of the prison will allow. But the classification is far, very far, from what it should be. Shall the poor debtor, whose only crime perhaps is his misfortune,—or the suspected prisoner, detained for trial and acquittal,—the youth new in the paths of crime, be mixed up with the indecent, the blasphemер, the scorner, the hardened in infamy and crime? Shall females, innocent or abandoned, be mixed together, corrupted by, or corrupting each other? Shall our brave and hardy mariners, detained by the government as witnesses, liberally paid, but illy requited if he is to acquire in our prison a finished education in vice, be brought into contact with the hardened criminal? The dictates of reason and humanity forbid. The untried prisoner should be separated from the convict—the young should not be subject to the contamination of the old offender—and the poor debtor should be separated from both. Apartments entirely disconnected, should be provided for females, and all intercourse of every kind, with other prisoners, be prevented;

and above all, a fit place should be provided where any and all *may* receive religious instruction.

The quantity of land within the outer walls of the County Jail, affords ample room for the construction of a new prison; and leaves, if strict economy is to be consulted, a valuable portion of land for sale. The cost of a new prison on the most approved plan has been variously estimated at from 30 to \$40,000, subject to a deduction of such land as may be sold, and of such old material of the present buildings as may be used;—an expense, divided, as it should and probably would be, among the expenditures of two years, which would not, in the present state of our finances, be of serious consideration.

This subject has been repeatedly presented for your consideration by my two immediate predecessors. Three times, within the last four years, has the County Jail been presented by the Grand Jurors, selected from among our own fellow citizens, for its mal-construction. In the year 1833, a commission was appointed by the Legislature, to examine and report upon the several Jails and Houses of Correction in this Commonwealth. In a very able report, made in February, 1834, are the following remarks in reference to the Suffolk County Jail: “Its construction is about as bad as that of the old State Prison at Charlestown, the rooms being of similar size, form, &c.; and the arrangement such as to *bar all inspection*. In this building, too, many debtors are confined, and it is impossible to prevent evil communication from the apartments of pirates, highwaymen and murderers, with debtors, as the case may be, of pure minds and heavy misfortunes. In

addition to this, females may be, and are often confined in this building, and sometimes of such a character, that one of them, in the language of the sub-gaoler, makes a *hell of the whole establishment*. And it is not impossible that females and males, of pure minds, should be confined in this prison ; because we have seen, that during the year ending September, 1833, more than a seventh part were females, and more than a fourth part were discharged by the Court, *as not guilty*. On the whole, considering the number of persons committed to this prison annually—its construction and management—we think it is the heaviest weight upon the public morals which we have seen or heard of in the Commonwealth.” It must be recollected that this statement refers to the year 1833, and if there is any complaint of its present management, it is entirely referable to its bad construction, which remains the same. The great objects of a prison are; First, the safe keeping of the criminal ; and second, as far as may be, his reform. The offended majesty of the law demands not revenge, but correction, not only punishment, but prevention. The present erections answer none of these objects, and it does not compare with the other buildings in the County, devoted to similar purposes.

I do not ask you, Gentlemen, to adopt my opinions, or even the opinions of any Committee which may happen to be appointed on this subject, but I do ask each member of the City Council to visit the County Prison, and judge for himself, fully satisfied that a subject in which the well being and the credit of the City is so intimately connected, may

with great confidence be left in your hands, for your disposal.

The Institutions at South Boston—the Houses of Correction, of Industry and of Reform, under their several Boards, and their able Superintendents, fulfil all the objects expected of them, to the admiration of strangers, and to the entire satisfaction, it is believed, of our fellow citizens.

The important and difficult question, “What shall be done with the Insane?” seems to have been solved by the citizens of this Metropolis, to the contentment of the most fastidious, and to the gratification of the most humane. That noble Institution, the McLean Asylum, at Sommerville, endowed by the beneficence of our fellow citizens, aided by the State, ever ready to foster charitable institutions, affords to the rich, and to those of moderate means, all the comfort and aid, which the most judicious treatment, directed by the most scientific skill, can render to a disease the most distressing with which humanity is afflicted. While the Insane Hospital at South Boston, established by the City for the reception of the insane poor, and arranged with the greatest care with reference to the treatment and comfort of the inmates, which, in their unhappy situation, they can receive, is inferior, it is believed, to no other similar institution in the country. All the insane then of our City are provided for, and nothing seems left to be desired, but the advancement of that science, which shall render their cure the more certain, and nothing to be demanded, except that constant and searching supervision which all public institutions, however excellent, require.

It is believed that the Fire Department of the City, under its present efficient organization, is in the best order, and renders the most important services. But as acts speak louder than words, I will only add the following statistical facts

The whole number of alarms during the

year 1842, was - - - - - 122

False alarms, - - - - - 36

The number of fires in the City, - - 86

The amount of property destroyed, \$107,694

Facts which speak volumes for the present organization—an organization which should bestow lasting honor on the able magistrate under whose auspices the Department was established.

With regard to the Police of the City, I have only to say, that it falls necessarily under my supervision, and will receive my particular attention. It will be for the City Council to decide whether the usual appropriation heretofore made, is sufficient to meet the increased duties required of the Police, in consequence of the increase of inhabitants, of business, and by the great influx of strangers. It is for us to see that our beloved City shall not be, for rogues and vagabonds, a residence either agreeable or safe.

If there are any institutions of which our fellow citizens may be justly proud, they are our Public Schools; and to them the credit is due, since, from the earliest time, they have seen the immense importance of a sound education for their children, and have never hesitated cheerfully to pay the tax requisite to accomplish it. Taken at the tender age of four years, the son of the poor but respectable individual may be advanced through all the steps of the primary and grammar schools to the high school,

where his mind may be imbued with the higher branches of an English education; or if it is preferred, he may receive at our excellent Latin School, a *thorough* preparation for any university in the country. Can any system be more beautiful? Can any practice be more republican? Happy the people whose sons and whose daughters may be well instructed at the public charge; and happy, thrice happy that community, all of whose children shall receive a physical, moral and religious education, to the glory of God, and the service of the State.

The Primary Schools are under the direction of a Board selected from the citizens at large for that service, which is performed gratuitously, and that you may judge with what fidelity, it is enough to say, that, within the last six months, the Primary Schools have received 1968 visits, and 798 examinations. There are

104 Primary Schools,	containing	6541	pupils.
15 Grammar Schools,	"	6608	"
1 English High School,	"	136	"
1 Latin School,	"	120	"
<hr/>			
Total,		13,405	

in a population of 93,000 inhabitants. There are 37 male and 166 female teachers. The charge for the support of the Public Schools for the financial year 1841-42, exclusive of the expense of erecting a new School House, was \$120,488, or the moderate charge of \$8,98 per annum, for each pupil. It is not improbable that the crowded state of the pupils in the Schools in certain portions of the City, may require your action in reference to the expediency of erecting another building for their accommodation.

Whether we derive practically all the advantages from our Public Schools that we might, is a question, which I have neither the time, nor is this the place, to consider. But permit me to say, that we should never rest satisfied with a merely physical education, which after all furnishes but the *tools* by which we are to begin to work. Children must not only be taught to read, but to pursue a just train of thought, to learn, from established facts, to draw just conclusions. Reading may make the scholar, but THINKING alone can make the man. “The object of Education is to make a reflective, moral, prudent, and healthy people.” The object, then, of education, is not only to form a reflective, but a *moral* people. Let us beware, then, that we do not fall behind even the Chinese in this particular, who, without the light of a pure religion, are said by the best writers, not only to make education universal, “but to place that which is moral, above that which is physical.” But the physical and moral education must be imperfect which has not added to it the influences of religion. In the words of the Father of our Country, in his Farewell Address, “Let us, with caution, indulge the supposition, that morality can be maintained without religion. Whatever may be conceded to the influence of refined education on the minds of peculiar structure, reason and experience forbid us to expect, that National morality can prevail to the exclusion of religious principle.”

The last subject to which, at present, I would draw your attention, is the state of our Finances. The Finances of the City are believed to be in the most satisfactory condition, and to require nothing

but prudence and economy to keep them entirely within our resources, to prevent their being a burden upon the present or the future. In the year 1840, the Debt of the City was \$1,663,800, which, since that period, has been gradually reduced, owing to the judicious application of a sinking fund, and to the firmness, economy, and financial abilities of my able predecessor. The sum of \$179,532 56, has been paid within the last three years, of which \$76,000 has been discharged during the year just ended, leaving the Debt \$1,484,267 44, of which \$94,900 is due the coming financial year, and \$226,-100 during the year 1844-45. This amount is more, probably, than the resources of that year will be able to meet, without inconvenience. But it is believed that the public creditor will be glad to transfer portions of this debt to the years 1848, 50, 51, 52 and 53, during which years there is nothing due, and during the previous years no greater amount due than the ordinary resources of those years can easily discharge. So that the City Debt may be considered as provided for during the next ten years—and after that period, to leave an amount so small as not to be the subject of alarm or any very serious consideration. Happily there is no disposition to accumulate a debt to embarrass the future resources of the City, or to induce us to *wish* to have recourse, *if we could*, to the atrocious doctrines of *Repudiation*—a doctrine as odious as it is dishonest—a doctrine, which has made us a reproach and a by-word among the nations of the earth. No! thanks to the wisdom of our political fathers, who placed it as far beyond our power, *as it is*

foreign to our wish, by making our own property, and that of all our fellow citizens, to the amount of millions, responsible for all our public engagements.

GENTLEMEN :

It is with feelings of unfeigned diffidence, and distrust of my own powers, that I assume the chair, so long occupied by distinguished individuals of tried worth and unflinching integrity; all of whom yet live, (save one honored name,) to receive the honors, as they deserve the respect, of their fellow citizens. If I bring not to my arduous duties the eminent abilities of my predecessors, I have before me their untiring zeal, and their tried devotion to public service, for my imitation. Let us all, then, without fear or favor, bring to our several duties the pledge of our best exertions, looking to an approving conscience for our reward; and for support to that Providence, without whose powerful aid and protection, the “watchman waketh but in vain.”

City Document.—No. 1.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 1, 1844.

63404-2



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:

JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1844.

City Document.—No. 1.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 1, 1844.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1844.

CITY OF BOSTON.

In Common Council, January 1, 1844.

ORDERED, That the President request of His Honor the Mayor a copy of his Address, delivered to the City Council, this day, and that the same be printed for the use of the Council.

Attest,

W. P. GREGG, *Clerk Common Council.*

MAYOR'S ADDRESS.

GENTLEMEN OF THE CITY COUNCIL:

IN accordance with our annual custom, and the decision of my fellow citizens recently expressed, it has become my duty and high privilege again to address you, on the formation of the City Government.

And I beg permission to improve this opportunity to make a few remarks, in relation to the past and the present position and future prospects of our City, and to draw your attention to those subjects, which experience shows are deserving your particular attention. It is now twenty-two years since the establishment of the City Government, and it may not be without profit to cast our eyes back for a moment, to the situation of our community at that period, in order that we may draw instructive lessons for the guidance of our policy for the future.

At the organization of the City Government in 1822, the population of the Town of Boston hardly numbered 45,000 inhabitants, thinly scattered in comparison with the present, over this peninsular, dependent for its support and its future growth and prosperity upon the produce of the agriculture of a region comparatively limited, upon commerce and

the fisheries, both beginning to recover after a period of war and embargo, and the commercial revolutions consequent upon a general peace. Manufactures at that period, a secondary interest, struggling to support itself against a rival, and as was then supposed, an adverse interest—Commerce. While the estimated capital upon which these important interests and their operations were based, was eighty-four millions of dollars.

Within the last twenty years, an immense change has taken place in our position and future prospects. Our population, from 45,000, will have attained within the year upon which we have entered to 110,000 inhabitants, (supposing the increase to have been the same since, as previous to the last census,) an increase of 145 per cent. within that period. The receipts from the produce of agriculture have increased beyond all estimate, not only in consequence of the gradual growth and improvement of the country, but of an admirable system of internal communication, extending itself far and wide throughout the land, holding in its iron embrace the rich valleys of the West, whose productions may not be estimated—receiving from and dispensing incalculable blessings to all who are within the reach of its advantages. Your commerce has vastly increased with the increase of agriculture and manufactured produce. You have become the centre of a great manufacturing interest, gradually and surely increasing with the growing demands of a population increasing without precedent, and extending itself throughout the length and breadth of the land, drawing to its aid strength and support from, and giving encouragement to, every other interest, and destined

at no distant period to exercise an extensive influence over all the interests of the country.

Your estimated capital has advanced to more than 110 millions, seeking every where, secure investments, and quick returns. The number of houses and other buildings erected the last few years is without precedent in this City, yet hardly keeping pace with the increase of its population, which, under the blessings of peace and a good government, will at the next census approach 150,000 inhabitants. And I may add that, such is the peculiar situation of our City and its natural limits, the time must arrive when no spot of equal extent, on this side of the Atlantic, will number so dense a population ; a state of things by no means a subject of congratulation. I have adverted to these facts, not for the purpose of a vain boast, but rather as a subject of gratitude to that kind Providence which has blessed us with increase, and more especially that we may be fully impressed with the fearful responsibility which devolves upon us. That we may feel the importance of enlarged views in relation to the improvements of the City, in extending and beautifying our streets and public places, in a careful attention to internal health and police, in an enlarged system of internal and external intercourse, in a liberal encouragement of charitable and literary institutions, in a far sighted preparation for the moral, literary and physical education of the rising generation. We are to call to mind that, though our borders are narrow, we are the centre of a dense and increasing population. That our City is the capital of an extended portion of our country, looking to our example to be imitat-

ed or shunned as our policy of Municipal Government shall be narrow or enlightened.

Your early attention will be naturally turned to the state of the Finances of the City, which it is believed will be found in the most satisfactory condition. Of the amount ordered to be raised by taxes in May, 1843, \$628,192 have already been paid into the Treasury, leaving a small amount comparatively uncollected. Of the \$300,000 authorized to be borrowed under the Order of the City Council of April, 1843, and to be repaid within the financial year, only \$172,985 were borrowed, which amount was paid in October last. The balance of cash now in the Treasury is \$337,920.

The City Debt, which amounted on the 1st of January, 1843, to \$1,518,700—is being rapidly extinguished. Of this amount, \$94,900 was due the present financial year, of which 54,900 has already been paid, and the balance becoming due before the 1st of May, will be paid from the amount now at the credit of the City Debt, amounting to \$118,850, and leaving a surplus of 78,850; to which will be added the excess of the appropriations over the expenditures at the close of the financial year, the probable amount of which may be estimated at \$50,000, together with the annual appropriation, and the amounts receivable from the sales of City Land during the ensuing season, to meet \$226,100, due in the year 1844-5, and which probably will be all paid; should however any balance remain, it may be transferred to the year 1848-9, in which there is nothing due. From May, 1845, to May, 1854-9 years—there are due \$247,000, so distributed in

amounts as to be readily met by the ordinary appropriations of those years.

The state, therefore, of the finances, and the gradual extinction of the City Debt, are in all respects, highly satisfactory. And, although the growth of the City will necessarily demand increased expenditures in certain departments, it is not anticipated that any unusual appropriation will be required, during the coming financial year; on the contrary, it is to be hoped that, by the increase of taxable property, and a judicious economy, the ratio of taxation may be considerably diminished.

Public attention has been, during the past year, more particularly turned to Public Lands, and they have become, and are daily becoming more, a subject of inquiry. A more liberal policy, with regard to the City lands in Ward 11, might with advantage be adopted. Streets already laid out should be filled up and drained, for it cannot be expected that purchasers will be found for lots in streets which are not rendered passable. The time is approaching, if it has not already arrived, when a residence on the Southerly portion of Washington street, that beautiful avenue to the City, will be considered the most desirable within its limits. Every lot sold, increases the value of every other, and adds its own value, and the buildings erected on it, to the taxable property of the City. The amount received in the Treasury, since 1st May last, for bonds paid, is \$20,507 00
Cash received for land sold, - - - 38,709 00

Making, - - - - - \$59,216 00
all of which has been placed to the credit of the
City Debt.

Connected with the finances of the City, is the mode in which the taxes are assessed ; and there is no subject which more requires your early attention, and a more thorough reform. It is a subject upon which a great deal of just complaint has been made ; it is one also about which there is much complaint which is most unreasonable. That entire satisfaction can be given, is not to be supposed, and that there should exist in every community, persons who are desirous of throwing upon others the burthens which belongs to themselves to bear, is always to be expected. Our fellow citizens well know that a government is not to be carried on without taxes, and none are more ready to be taxed, or to tax themselves, to a reasonable amount ; but the uncertainty and inequality of their taxes is a just cause of complaint, and demands immediate remedy.

The difficulty undoubtedly exists in the composition of the Board of Assessors. By the Ordinance, passed on the 16th May, 1836, it is provided that twenty-seven Assessors shall be elected, three of whom shall be chosen from the citizens at large, and be called Principal Assessors ; and the remaining twenty-four from the residents of the respective Wards, two from each Ward, to be called Assistant Assessors. The Assessors choose their Chairman, and sit and act as one Board ; and every assessment and every abatement is required by the Ordinance to be the act of the Board, or a majority of the Board. The consequence of this arrangement is, what might very reasonably be expected, that the Principal Assessors, being a small minority, are reduced to the situation of clerks, and required to execute the decisions of the majority, or of one or more

individuals, who may happen to have a leading influence in the Board. The effect of electing two residents of each Ward, is in fact to make them Ward officers, and to create local influences and interests; the object of each member being very naturally to protect the residents of his own Ward and diminish their taxes, which necessarily increases those of every other, and this is effected in proportion to the influence of the individual. The inequality and uncertainty of the taxes so much complained of, may also be attributed, in a great measure, to the changes constantly taking place in the Board of Assistant Assessors. Of the present Board there are only seven persons who were members in 1841. The number of Assistant Assessors is thought to be too large for the prompt transaction of business, and some misunderstanding exists with regard to the power of the Principal and Assistant Assessors. The Board of Assistant Assessors, if not abolished and the place supplied by some other body, chosen at large, should be reduced in numbers; and while it should exercise some check over the doings of the Principal Assessors, its functions should be advisory, rather than paramount. The salaries of your Principal Assessors were fixed at a time when the duties of the office were comparatively inconsiderable. The labors of the office have greatly increased, and the salary should be such as to induce them to give their whole time to the arduous duties of their important office. By the Ordinance, no compensation is allowed the Assistant Assessors, and none has been demanded; yet it is very doubtful if, by the 7th chapter of the Revised Statutes, they are not entitled to one dollar for each day they serve in that capacity. This sub-

ject is not now for the first time presented to the consideration of the City Council, and I would ask your early attention to it, fully convinced that it will receive at your hands the most careful investigation. It is but justice to the respectable members of the present Board to say, that these remarks do not more particularly apply to them than to their predecessors. *It is the system which requires reform.*

The House of Industry, the House of Correction, and the House of Reformation for Juvenile Offenders, under the direction of separate and efficient Boards, are believed to be in the best possible order, and to perform these several important functions to the entire satisfaction of the City Government and of the citizens. The advantages of the House of Reformation are daily developing themselves, and the important influence which is exerted over the inmates of this interesting institution is of the most satisfactory character, and more than fulfils the anticipations which were entertained at its establishment.

The Lunatic Hospital is in excellent order, and its unfortunate inmates are believed to receive all the attention and comfort which in their situation can be afforded them. The measure of success in the restoration of the patients to sound health and reason, is as great, considering the condition of the inmates sent there, as could be reasonably anticipated. Out of twenty-nine persons discharged within the last eight months, twenty-two were reported as "restored."

The institution the last season has been unusually crowded. There are sixty-six rooms for the reception of the most violent, and two dormitories for

those in a more quiet state, furnishing accommodation for about one hundred patients. The inmates have, however, exceeded that number, and at one time reached as high as 114, when no more could be admitted. The number of incurables who become a permanent charge upon the institution is constantly increasing, and unless the State shall provide elsewhere for the foreign paupers maintained at the State charge, it will be necessary to furnish additional accommodations. Although the furiously mad are not by law admitted to this institution, yet most of the patients are at their reception in a high state of excitement, and produce a most unfavorable effect upon those with whom these are necessarily associated; and other inmates are liable to sudden and violent paroxysms of madness. The want of rooms for the temporary seclusion of these patients is seriously felt; and it will be a subject for your consideration whether an additional wing, having these rooms in its lower story, and extended accommodations in those above, will not be absolutely requisite. There are thirteen persons in the House of Industry, laboring under a greater or less degree of alienation of mind, mostly idiots, and six at Worcester, furiously mad, maintained at the expense of the City. The want of employment for those who are capable of occupation is seriously felt. This subject has already received the attention of the City Council at the close of the year, and is earnestly recommended to, and will doubtless receive your earliest attention.

Our City has been blessed with an unusual degree of health the past year. With the exception of a few cases of small pox, there has been no contagious

disease within our limits; and it is a remarkable circumstance that notwithstanding the extended commerce of this port, it has not been found necessary to place any vessel in quarantine during the past season.

The condition of the Fire Department, generally speaking, is highly satisfactory, requiring, however, constant care that abuses and insubordination should not creep in to destroy its efficiency and the confidence reposed in it.

The number of alarms within the City during the past year have been 178

The number of fires, 85

The amount of property destroyed, \$140,000; which is a small per centage on the taxable real estate of the City. These facts sufficiently prove the discipline and efficiency of the Department, as well as the skill of the Engineers and other officers by whom its efforts are directed.

The last subject to which I propose to draw your attention is the condition of our Public Schools, which, it is believed, was never more satisfactory than at the present time. Under the instruction of able and faithful instructors, the progressive improvement of the schools is from year to year clearly perceptible. This improvement is attributable to the high order of principal and assistant instructors in the several schools—to the improved condition and better preparation of the children on admission from the primary schools—and to the increased interest which the parents take in the public schools, and in the education of their children.

The advantages of a free public education have now become fully established, and seem to have

been appreciated from the earliest settlement of the country. As early as 1641, the inhabitants voted, that certain provisions be made "for the maintenance of a free school for the town." This vote is worthy of notice as illustrative of the feelings and sentiments of the inhabitants at that early period of our history. It was ordered to be a "free school;" it was to be maintained at the public expense, and it was to be "for the town"—that is, for *all* the inhabitants—and it is hoped that these enlightened sentiments will prevail as long as this community shall exist.

There are, at this time, seventeen Grammar Schools, which, together with the Latin and English High Schools, contains 7,533 pupils
There are 112 Primary Schools, containing 7,225 "

Making a total of 14,758 "
being an increase of 1353 children within the last year. The state of the schools has been, the past season, excessively crowded, so much so that several of the Ward rooms have been necessarily diverted from their legitimate uses, to the great inconvenience of the citizens, and converted into School rooms. A state of things requiring your especial attention.

At no time has the importance of our School system been more fully appreciated—if our City has been free, generally speaking, from scenes of riot and confusion, it is mainly attributable to our system of public education. It has been truly said, that if any thing will preserve tranquillity and order in a community, perpetuate the blessings of society, and free government, and promote the happiness and

prosperity of a people, it must be the general diffusion of knowledge and of moral education.

These are some of the many important subjects which will come under your consideration, and there are others to which I have not time to advert. Your duties, as members of the City Council, on which you are now entered, are arduous and responsible, requiring the exercise of an unbiased judgment, a firm decision, and enlarged views, looking to the permanent, rather than to the immediate interests of the City ; and that you will bring to their consideration these qualities I do not doubt. In the discharge of these duties, arduous and responsible as they may be, you may rest assured of my most zealous coöperation.

City Document—No. 7.

THE

MAYOR'S ADDRESS

TO THE

CITY COUNCIL OF BOSTON,

FEBRUARY 27, 1845.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1845.

14359

City Document—No. 7.

THE

MAYOR'S ADDRESS

TO THE

CITY COUNCIL OF BOSTON,

FEBRUARY, 27, 1845.



PRINTED BY ORDER OF THE CITY COUNCIL.

BOSTON:
JOHN H. EASTBURN, CITY PRINTER,
No. 18 State Street.

1845.

the adoption of
a Bill to
add a new
section to
the General Laws
of the Commonwealth.

CITY OF BOSTON.

In Common Council, February 27, 1845.

Ordered, That the President request of his Honor the Mayor, a copy of the Address this day delivered by him to the City Council; and that the same be printed.

W. P. GREGG, Clerk C. Council.

ADDRESS.

Gentlemen of the City Council :

I do not propose to go into a review of the doings of the City Government for the past year.

Many of you have been actively engaged, under my esteemed predecessor, in bringing about those results which are alike creditable to the government and satisfactory to the people, and which inspire us with the hope that we may be equally successful in the numerous and arduous duties that will devolve upon us.

By a reference to the reports from the various branches of the City Government, it will be seen that the affairs of the City are in a state of general prosperity. The House of Industry, the House of Correction, the House of Reformation, and the Lunatic Hospital—stitutions of inestimable value to the poor and unfortunate—reflect great credit upon the City by the continued good management and success of their efficient and experienced officers.

The short time allowed me to make a personal investigation of the financial concerns of the City, will render it impracticable for me to give you a detailed report of their condition—and it is the less necessary from the fact that they have been given to you, and through you to the public, somewhat extensively in the closing addresses of my predecessor, and the President of the Common Council. The various measures to be submitted for your action

will be presented from time to time, as I shall become more familiar with them.

The great and important measure to come before the City Government for their deliberation and action, is the introduction of pure water into the City. It is now some twenty years since the introducing of pure soft water from abroad has been extensively discussed, both in public and private. While the City was comparatively small and confined to the grounds formed by nature, in which wells were easily sunk and springs found, the necessity of introducing a supply from abroad was not so sensibly felt. But of late years we have been gradually extending on all sides by the formation of new lands, till at the present time more than one third of the whole population of the City are located on grounds once flowed by the tides. On these made lands great difficulty is experienced in finding good and sufficient springs, and when found, they are, by filtration of brackish water, soon rendered unfit for use.

It has therefore been decided after mature discussion in public meetings held for the purpose, by a vote of about three to one, that it is expedient to have water brought into the City at the public expense, from Long Pond, and by a vote of seven to one that it should be introduced from some source—the water, when introduced, to be received and paid for by the citizens, on such terms and in such manner as shall be decided upon by the Commissioners appointed for that purpose.

In accordance with the will of the people thus expressed, the City Council have petitioned the Legislature for an act empowering them to carry out the wishes of the people. When the act shall have been

received by the City Government, it will doubtless proceed forthwith to the consideration of the incipient measures to be adopted in relation to this important subject.

The interesting and able report of the Commissioners has been printed and is before you, and it will therefore be unnecessary for me to go into detail. A brief outline, however, of some of the essential results at which they arrive, may not be inappropriate.

The population of the City is now estimated at 110,000. It will be, it is computed, 125,000 by the time the water works can be completed and the water introduced into the City. It is thought desirable to provide for 250,000, double the population the City may be expected to contain at the completion of the works. The quantity of water, it is supposed, that would be sufficient for each individual, is $28\frac{1}{2}$ gallons, this being the quantity furnished to the Philadelphians by their works. At this ratio the supply to a population of 250,000 is 7,125,000 gallons per day, being equal to 950,000 cubic feet, or nearly a regular flow of eleven cubic feet per second. Long Pond is estimated to cover an area of about six hundred acres. Various calculations have been gone into by the Commissioners to show that by raising the dam at the outlet, it is capable of producing a constant flow of twelve feet per second, being sufficient for the City at double its present population.

It is proposed to bring the water from Long Pond to Corey's Hill in Brookline, four miles from the City, through an aqueduct of brick of an oval form five feet in width, and six feet four inches in height in the interior. It is proposed that the brick work shall be eight inches in thickness, and that the whole

structure shall be covered with earth to the depth of four feet. It is proposed also by the Commissioners that the conduit shall incline three inches to the mile, that being sufficient, it is believed, to admit of a flow of eleven cubic feet per second—the conduit being filled to a depth of three feet ten inches, leaving a space of two feet and a half empty.

At Corey's Hill it is proposed to construct a reservoir that will contain a day's supply. The water in the reservoir will be 120 feet above the marsh level. From this reservoir the water is to be conveyed through iron pipes of 30 inches in diameter to the Tremont road near the Roxbury line. At this point it is proposed to send off a branch of perhaps 12 inches in diameter to a reservoir on Dorchester Heights, for the supply of South Boston. Another is to be carried through Tremont street to Boylston street. Here two branches are to be sent off to reservoirs on Beacon Hill and Fort Hill. From these reservoirs the water is to be conveyed to all parts of the City and distributed to the citizens, the source being such as to allow the water to flow to the height of four feet above the floor of the State House, a sufficient height to allow it to flow into the first story of every house in the City, and over the roofs of most of them. The estimated cost of these works is about two millions of dollars.

The undertaking is one of great magnitude, surpassing anything hitherto entered upon by the City Government. It will involve the City in a large outlay, and when completed, in a heavy annual expense. It should therefore be proceeded in with great caution and prudence. The advantages of an abundant supply of pure soft water to the health and happiness of the citizens is beyond calculation. I

doubt not, should the undertaking be successfully carried through, at the cost estimated by the Commissioners, it could then be said by our citizens of the Long Pond Water Works, as is now said by those enjoying the benefits of the Croton Water Works, notwithstanding their immense cost, "no one regrets their construction."

The numerous and exaggerated statements that have been freely circulated in reference to the objects and aims of the American Republican party, which has recently sprung into existence, and is so rapidly increasing in many parts of the country, require a word upon this subject. It is not the object of the American party, by word or act, to engender unkind feelings between the native born and foreign citizens. Its object is by the establishment of general and salutary naturalization and registration laws, by educational and moral means, to place our free institutions upon such a basis that those who come after us, the descendants both of the foreigner and American citizen may be free and independent. The foreigner equally with the native citizen, if he has a regard for his posterity, is interested in the recent American movement. If the foreigner's own supposed rights are abridged, it is that his descendants may enjoy them to the full.

Foreigners now on our shores should be treated with kindness and sympathy. Their rights should be protected, and their wrongs redressed. Nothing should be done to excite animosity between them and the native citizen. Multitudes of noble and high minded men have fled to our shores that they might find here that liberty, tranquillity, and happiness, denied them on their native soil. Those of this class who sleep with our fathers, their memories

we cherish, and those that are still with us—and they are interwoven in all our circles—their characters we respect. Our object is to maintain and transmit the blessings of our free institutions to our posterity, that they may not experience the same evils, and be subject to the same oppressions that are now so severely felt under the despotic governments of the Old World.

Boston was invested with City powers in 1822. John Phillips, its first Mayor, held the office one year; Josiah Quincy, six; Harrison Gray Otis, three; Charles Wells, two; Theodore Lyman, jr., two; Samuel T. Armstrong, one; Samuel A. Eliot, three; Jonathan Chapman, three; Martin Brimmer, two. All these individuals, nine in number, are now living, with the exception of Mr. Phillips, and are receiving from their fellow citizens that respect due to those who have fearlessly discharged their duties, and faithfully served their fellow men. Succeeding, in the responsible duties of the Mayoralty, to these distinguished individuals, I should do injustice to my feelings, did I not express my grateful sense of the high honor so unexpectedly conferred upon me, and also my deep conviction of the utter impossibility of discharging, acceptably, the numerous and complicated duties devolving upon me, without the cordial coöperation of my fellow citizens, and more especially of those with whom I shall be officially surrounded. With such aids, and a disposition on their part to pass lightly over imperfections, I can only say, that if integrity of purpose, concentration of effort, and devotion of time, will, in any measure, compensate for the experience and ability of my predecessors, nothing shall be wanting in my official capacity to render the City prosperous and happy.

City Document—No. 1.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 1, 1846.



PRINTED BY ORDER OF THE COUNCIL.

BOSTON:

1846.

J. H. EASTBURN, CITY PRINTER.

C I T Y O F B O S T O N.

In Common Council, January 5, 1846.

On motion of Mr. WHITING,

Ordered, That the President request of His Honor the Mayor, a copy of his Address delivered to the City Council, this day, that the same may be printed.

Attest,

W. P. GREGG, *Clerk C. C.*

A D D R E S S .

GENTLEMEN,

In obedience to the requisition of the charter, which directs the Mayor, from time to time, to communicate to both branches of the City Council, all such information, and recommend all such measures as “may tend to the improvement of the finances, the police, health, security, cleanliness, comfort, and ornament of the City”—and, in accordance with the custom of my predecessors, I would invite your attention to the present wants and future prospects of the great corporation, over which the kindness of our fellow-citizens has called us to preside.

To the individual placed in my position, there is no event of the past year that calls more imperatively to the active performance of duty, than the fact that, for the first time since our organization, the chief magistrate of the City has been withdrawn by death. This is not a place to eulogize my predecessor. All allow that in his public relations, he, according to his oath of office, discharged every duty “to the best of his ability.” While the tenor

of his private life, and the calmness of its close, assured his friends of his preparation to be the citizen of a better country, even a heavenly. His illness and death have, in the opinion of counsel, caused some irregularities in the proceedings of the past year. If, on examination, you should be satisfied that this is the case, I should recommend an early application to the Legislature for such a remedial act as shall prevent any inconvenience arising, hereafter, to those who have had, or may hereafter have, business transactions with the City.

The year that has just closed, has been one of great individual prosperity, and the City has shared in the good fortune of its inhabitants. Neither famine nor pestilence has been permitted to visit our borders, and the losses by conflagration have been less than on many preceding years. In a great degree this is owing to the efficient state of the fire department, the members of which, by their zeal, activity, and good order, show that public spirit, more than the small compensation they receive, is their incitement to duty.

The crowded state of our narrow thoroughfares renders the increase of our City evident to the most casual observer. The difficulty is to provide a remedy for the inconvenience that necessarily results from their want of width. In the present state of the law, the expense attendant on widening the streets offers a serious obstacle to improvement. In other cities, part of the expense is borne by the individual, or by those in the neighborhood, whose estates are rendered more valuable. Here, it often happens, that the highest market price is paid for a strip of land, when the remainder is rendered far

more valuable than the whole of it was before ; and where, were he not certain that the City must pay for it, the owner would have been most happy to have given it for nothing, or would have been fully compensated by having his neighbors' estates placed upon the same line with his own.

At the last meeting of the Board of Aldermen, it was resolved, that it was expedient that application be made to the Legislature for a modification of the laws regulating the laying out of highways, so far as applies to this City, so that the estates in the neighborhood of improvements, that are directly benefited, may be obliged to contribute towards the expense "a sum not exceeding two-thirds of the whole amount." Such an alteration in the law should not be made without great deliberation. If it should be passed, it would relieve the City from a large expense ; it would insure the completion of improvements that without it cannot be attempted ; and would, in a great majority of cases, promote the interests of the individuals who were affected by its operation, by giving an increased value to their estates.

In connection with this subject, I would invite your attention to a revision of the City Ordinances, particularly those relating to the Market and to the Police Departments. Since many of these were framed, the population has nearly trebled, and the mode of doing business with the country, owing to the establishment of railways, has entirely changed. The police regulations of a large City must differ from those of a small one. They should in no case restrain individual liberty, except where it is necessary for the greatest good, of the greatest number.

But they should be clear and simple, the officer should have a single and defined duty, and be held strictly responsible for its performance. Believing, from the representation of those employed in their execution, that the ordinances, particularly those that relate to the removal of obstructions in the streets, and on the side-walks, are uncertain and insufficient, I would recommend the subject to your earliest attention.

The erection of a new Jail has attracted the attention of successive City Councils, and several plans have been prepared by its Committees, which either did not meet the views of the government, or were not perfected in time to be carried into execution. There is, I believe, no doubt that a new jail is needed, and that it should be located on the City lands at South Boston. As it regards a plan, some difference of opinion has existed. As there is no subject that has received more attention, either in this country or Europe, than that of prison edifices; and as we have men who have devoted themselves to the study, I would suggest the propriety of employing a commission, as was done in the case of water, to prepare the plans, leaving the execution of the one adopted to the appropriate Committees. As the removal of the jail will enable the City to realize a large amount from the sale of the land it now occupies, I cannot doubt that the new building will be a model for imitation, and worthy at least of the other institutions of the City.

The other buildings at South Boston are at present sufficient, and well adapted to the purposes for which they are intended, with the exception of the Lunatic Asylum, which imperatively demands an im-

mediate enlargement. About three-quarters of the inmates of the institution are State paupers. By the resolve of the last session, the sum allowed for the maintenance of the greatest part of them, is considerably less than the actual cost of their support. As the State upon being satisfied upon this fact, would undoubtedly increase the compensation, I should recommend that application be made for that purpose at the approaching session.

As to the introduction of water into the City, the time of deliberation is past. The time of action has come. A competent and disinterested commission has decided that Long Pond is the source from which this blessing is to be derived, and our fellow-citizens have conferred upon the present administration the honor of commencing this important work. As "he gives twice who gives quickly," I would urge an immediate application to the Legislature for the necessary powers, and I doubt not, when the power is granted it will be your endeavor, as it will be mine, to ensure to every citizen the enjoyment of the blessing for the longest possible time, by introducing it at the earliest practicable moment.

The great expenditures that this will require renders an examination into the financial state of the City, a topic of peculiar interest. Owing to the wisdom of our predecessors, the City in this, and other respects, stands in a most enviable position.

We may consider it either in relation to the provisions for paying the interest, or providing for the principal.

The whole funded debt of the City

amounts to - - - - - \$1,044,200

If to this be added the appropriation for widening Fleet street,	- - - -	41,000
The total amount is	- - - -	1,085,200
The interest to be provided for is	- - -	54,260
The rents of buildings, for which in part this debt was created, amount to	- - - -	53,869
Interest on bonds for land sold, 6 per cent. on 378,143,	- - -	22,688
		76,557
Making the income to exceed the interest		22,297

The provisions for meeting the debt at maturity are equally satisfactory :

The whole amount of the debt is	- - -	\$1,085,200 00
There is cash to the credit of the Committee on the Reduction of the City		
Debt	- - - -	120,894 68
Bonds and mortgages for lands sold	- - - -	378,143 79
	—	499,038 47
Leaving a balance of		\$586,161 53

The principal part of the debt falls due in 1854.

In 1852, one item of the property for which the debt was created,—the City wharf, with the stores upon it, reverts to the City; its estimated value is - \$600,000 00

or more than sufficient, if sold, to pay the balance.

In undertaking this great work we need have no anxiety concerning the present indebtedness of the City.

What are the means we have of meeting the new one we must incur:

The cost of introducing water in the largest quantity, is estimated by the Commissioners to be	2,651,643
To say nothing of other property, or of the \$50,000 annually appropriated towards the reduction of the debt from the taxes, the City owns 3,000,000 feet of Neck lands, estimated by the Superintendent at 40 cents,	1,200,000
1,500,000 feet marsh land, at 25c	375,000
1,000,000 at the bottom of the Common, at 1,50	1,500,000
27,000 feet occupied by City Stables, at least	100,000
	3,175,000
Leaving a surplus, independent of the water rents, of	523,357

It will be said that the introduction of water will cost more than the estimates. My own opinion is, that the increase of population and the value that will be given, by the supply of water to these lands, will more than provide for the difference, if any should occur.

With these views, I recommend the introduction of water in the most liberal manner, consistent with true economy.

Among the interests entrusted to the City Government, our system of free schools is the most valued and cherished. It is an institution dear to us

as an inheritance from our fathers, dear to us for the benefits it has conferred upon ourselves, dearer for the blessings it will bestow upon our children. In regard to other expenditures, the question has been, what can we afford—in regard to this, what does it need? Expending, as we do, more than two hundred thousand dollars annually in education, we ought, as far as the influences of our public schools are concerned, to produce a race well educated, physically, intellectually, morally—a race amenable to the highest motives, and governed by the highest principles. The character of the pupil depends on the character of his instructor. If possible, the teacher should in every respect be the model for the child, and as we pay more liberally than in any other part of the country, and can command the services of the best, we ought to be certain that no private feeling, or personal motive, should influence the appointment of these sacred agents.

Both the School Committee and City Council of the last year recommend the appointment of a Superintendent of our Grammar Schools. Such an officer would see that the great amount of money we raise is wisely expended—that our new school houses combine all the modern improvements—would make himself minutely acquainted with the comparative merits of the schools, and see that any improvement made in one should be common to them all. Such an officer would aid all the teachers in aiming at a high standard, both in matters of instruction and of conduct, and check the tendency which tempts those who feel that they are in an honorable and lucrative station to relax the efforts by which it was obtained. Believing that the appointment of such an officer would be a benefit to

the public, I would recommend the subject of obtaining the necessary power from the Legislature, to your early consideration.

We have thus, gentlemen, considered some of the duties that await us in the year upon which we have entered. But we cannot be faithful to the present, without casting our eyes towards the future. A few years ago, Boston had no facilities for communicating with the interior. When the West and North began to develope their vast resources, and to become at once the consumers of our manufactures and the producers of our food, our easiest communication with them was through our sister cities. To them our manufactured articles went, to them our merchants resorted; our City was shut out from the advantages of the fertilizing tide that was flowing between the old world and the new, and we were almost stationary while other cities progressed. But the rail road has changed all this, and giving us a new facility for the transaction of our old business, has created and developed new and incalculable resources, and given, perhaps, a greater impulse to our City than to any other in the world. Five years ago, Boston had, comparatively, no back country; now, nine hundred miles of New England rail roads centre here, and as many more, within New England, are in the process of construction. These render Boston emphatically her capital. And I know no prouder position for a City than to be the point that concentrates the energy and wealth of such a body of industrious, intelligent and virtuous freemen,—of Americans, natives of the soil, who promote her prosperity in peace as readily as their fathers defended her in war.

Considered in this light alone, the position of Boston is one of present power, with a certainty of rapid advancement. But her connections already stretch far beyond New England. She is on the high road between Europe and the West; and that vast country has become tributary to her increase. The car that leaves our City this morning, may deposite its merchandize in thirty-six hours, on the shores of Lake Erie, five hundred miles from the place of its departure—from thence inland seas, navigable for vessels of the largest class, stretch away for hundreds of miles along shores fertile for agriculture, or rich in minerals. Canals already connect these lakes with the valley of the Mississippi, and with the navigable waters of her and her tributaries, which, extending twenty thousand miles, communicate with forty thousand miles of shores unrivalled in fertility. But more rapid modes of communication will this year be opened. The rail road from Cincinnati to Sandusky, built by the aid of the citizens of Boston, will bring the Ohio within a journey of three days, enabling the traveller to reach Boston from Cincinnati in twelve hours less time than he can Baltimore, although the latter place is three hundred miles the nearest.

But these are but a small part of the railways, that are to increase the prosperity of Boston. There are already in process of construction, roads stretching towards Montreal, Burlington, Ogdensburgh—roads branching from Albany will reach Kingston, and extend thence through Canada West, others running from Buffalo to Detroit, on both sides of Lake Erie, will ere long reach the upper sources of the Mississippi—and the child is now born that will see them

terminate at the Pacific. The time may come, when the expectation that led Columbus to seek a passage to India from Europe, by proceeding West, will be realized, and when the direct communication between those points may pass through Boston.

Such facilities of intercourse, joined to the character and wealth of our population, render the progress of the City a matter of certainty. Occupying the nearest point to Europe, and connected with the North, the West, and the South, by thousands of miles of internal communication, her increase will surpass the most sanguine anticipations of her friends.

If such are the prospects of our City, how great is the responsibility of those who from time to time are invested with the power of improving and preparing it for the multitudes by whom it will be occupied. We regret that our fathers did not anticipate its progress, and lay out thoroughfares and squares that are even now called for by the necessities of the inhabitants. Let us remember that we are the fathers of the generations that will succeed, and that we have not the apology of being ignorant of the probable destiny of our City. The effects of a wise and liberal policy will not be confined to our own limits. Boston "is a City set upon a hill that cannot be hid." Go where you will throughout this continent, and you find natives of New England. And you find them among the most active and influential members of their respective communities. These turn towards the capital of their native section, as to a place whose wealth, whose age, and the character of whose citizens,

entitle it to the honor and impose on it the duty of setting an example to its younger sisters.

Let us then, gentlemen, enter upon the several duties of our stations, with the determination to advance the present and future interests of the City of Boston, by providing the highest standards in intellectual, moral and religious training, for her citizens and their children, and by promoting every thing, that may tend to the physical convenience and comfort of her inhabitants. So shall we contribute to render her delightful for a temporary, and eligible for a permanent abode, and do our part in handing down the blessings we have received to those who shall come after ; and, whatever be the temporary popularity or unpopularity of our measures, have the consolation of having faithfully endeavored to promote the permanent good of the City, and feel in this consciousness a satisfaction in comparison with which earthly applause is as but the dust of the balance.

City Document.—No. 1.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 4, 1847.

6340 a. 4.1



PRINTED BY ORDER OF THE COUNCIL.

BOSTON:

1847.

J. H. EASTBURN, CITY PRINTER.

City Document.—No. 1.

ADDRESS OF THE MAYOR

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 4, 1847.



PRINTED BY ORDER OF THE COUNCIL.

BOSTON:

1847.

J. H. EASTBURN, CITY PRINTER.

CITY OF BOSTON.

In Common Council, January 4, 1847.

On motion of Mr. CUSHING,

Ordered, That the President request of His Honor the Mayor, a copy of his Address delivered to the City Council, this day, that the same may be printed.

Attest,

W. P. GREGG, Clerk C. C.

A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

There has perhaps never been a period in our Municipal History, when the duty imposed by the charter upon the Mayor, "of communicating to both branches of the City Council all such information, and recommending all such measures, as may tend to the improvement of the finances, the police, health, security, cleanliness, comfort and ornament of the City," was more imperative than at present.

Within a few years, our City has grown from a small to a large one, and the prognostics of its future progress are written in characters that cannot be misunderstood. It is probable that for years to come our population will increase in as great a ratio, as it has for years that are past; and plans now devised, or improvements commenced, will have a great and permanent effect on its character and prosperity.

The present year will be distinguished from all others by the commencement within our limits of the works for the introduction of water into the City, and from the necessary breaking up of the streets, which may render it expedient to make expenditures at this time, which under other circumstances, might be postponed.

The progress made towards the introduction of water, is a subject of so great interest, that I shall make no apology for entering into details.

The Water Commissioners were appointed on the 5th of May. To ensure a rapid prosecution of the work, they divided it into two portions; the one, from the lake to the receiving reservoir in Brookline; the other, introducing the water from that reservoir to the City.

Each section was placed under the superintendence of a chief engineer. And to guard against mistakes in the plan of the work, the services of a consulting engineer, from a neighboring State, of high reputation and great experience, were secured.

Ground was broken in the presence of the City Council, on the twentieth of August, and since that time more than 400,000 cubic yards of earth have been removed on the first division; and it is anticipated that one half of this line will be ready for the masonry by the middle of April; and the other half, with the exception of the tunnels, before the close of the summer. These tunnels, 3450 feet in length, are now in successful progress, the laborers being engaged upon them day and night, without cessation.

In this tunneling a successful experiment has been made, in the substitution of gun cotton for powder, with the great advantage of obtaining the same effect without retarding the operations by volumes of smoke, after the discharge of every subterranean battery.

On the second division, a like attention has been bestowed. An accurate survey has been made of the whole City,—of its various streets, and of the

positions occupied by the sewers, gas-pipes and aqueduct. Five thousand tons of iron pipe have been engaged to be delivered early in the spring. Contracts have been entered into for the construction of a reservoir to contain 2,000,000 gallons of water, at a height of twenty-two feet above the highest point of Mount Vernon street, to be completed by the first day of August, 1848.

The water will be taken in two large mains of 30 inches in diameter, from the reservoir in Brookline. One of these will be carried under the Tremont road directly to Beacon hill, without being tapped by the way. The other will be laid by its side to the entrance of the City, where it will be reduced to 24 inches, giving off mains in all directions until at Bowdoin square. The series will be connected with a main of 30 inches, from the reservoir on Beacon hill. The lateral supplies are made by tapping these mains with 12 inch, and those again with smaller pipes. By this means an abundant supply will reach every part of the City. The Beacon hill reservoir being the main reliance of the more elevated and northern section, while the southern will be supplied directly from that in Brookline.

The Commissioners are of opinion, that water will be introduced for a sum not exceeding the estimates, and probably by the 20th of August, 1848—certainly before the close of that year.

Monthly reports are made of the contracts, expenditures, and progress of the work to the Committee of the City Council, who, I believe, are unanimously of opinion that the enterprise has thus far been conducted with the greatest energy, skill and good judgment.

The introduction of water naturally leads to the consideration of the subject on which the charter first requires me to speak.

The City Debt on the first day of January,
amounted to, \$1,033,766 66

The means of payment are:

Cash to the credit of Committee for the Reduction of the City Debt,	254,530 20
Bonds bearing interest,	493,824 80
City wharf estimated at,	600,000 00

	\$1,348,354 00
The annual interest on the debt,	53,293 33
Income arising from rent and interest,	80,115 00

The present debt of the City is thus amply provided for, both as to principal and interest, and nothing remains but the management of the Water Loan.

The Water Act authorized the City to negotiate a loan or loans, amounting to 3,000,000 of dollars, payable at any time within 40 years from the date of the scrip. The negotiation of so large a loan, in the best possible manner, was a subject of difficulty and importance. Many were of opinion, that on such undoubted security, money could be obtained in Europe at a low rate of interest. So strong was this feeling that the Committee of Finance felt bound to endeavor to procure it there, and accordingly availed themselves of the services of William Rollins, Esq., whose mercantile knowledge and business connections with several of the great banking houses on the continent, eminently fitted him for the duty. He was authorized to conclude a negotiation, provided it could be done at the rate of 4 per cent. per annum; and if that were impracticable, to obtain the opinion

of bankers there, as to the terms on which it could be effected. He spent the summer in Europe, and applied to the principal banking houses in Amsterdam, Paris, and in London, but without success. From the documents he produced, there could be no doubt of the security, to any one who would take the trouble to inquire; but the bankers in Europe wished a stock that all acknowledged without inquiry to be good, and they feared that an American stock would not be sought for in the market. This and the great demand for money wanted for the construction of Railways, and the opportunities of loaning on their bonds, absorbed the money that at other times would have been seeking this species of investment.

The result was, that the money could not be obtained at a lower rate there, than it can here, and *then* only on a long loan. This the Committee considered in many respects objectionable.

The City owns lands (which, as stated in my last annual address,) at a moderate price, are sufficient to pay the whole expense of the introduction of water. These lands lie in the same relation to this City, with the exception that our lands have a flourishing City beyond them, that the upper part of Broadway does to the City of New York. A few years ago, that part of the City was almost uninhabited. But the increase of the population, the demand of the lower part for the purposes of business, and the facilities granted by the lines of omnibuses, have carried the wealth and fashion to the extreme west. The same operation is going on here. Dwelling houses are giving way to stores; the inhabitants are compelled to remove; and this is the most natural and eligible place for them to resort to, and during the

past year, several houses, second for cost and magnificence to none in the City, have been erected on lands recently sold by the City.

With these resources, it becomes very important to fix the time of the payment of the money, we shall borrow in such a manner as to enable us to pay the debt, as fast as we sell our property; and it would be better to pay even a higher rate of interest for a shorter period, than to take a loan that could not be repaid until long after the time when the scrip became due. During the last 3 years, the average sale of public land has amounted to \$300,000, and I know not why they should decrease. During the last 20 years, our population has nearly doubled. The new facilities that are centering here the business of New England, and giving us a large share of that of the West, render it probable, that it will be equally great for the next 20, which would give us in 1867, a population of 230,000.

If these lands are furnished with water, gas, &c., it does not appear to me improbable that within that time they may all be sold, paying our debt, and increasing, by millions, the taxable property of the City.

Under these circumstances, I should make the Water Loan payable at the rate of 200,000 dollars a year; the first to fall due in 5 years from the present time, at a rate of interest not exceeding 5 per cent., which I should not sell below par.

It might be difficult at the present moment, while the United States are competitors in the money market, to negotiate the whole loan at that rate. As our expenditures, however, will be extended over two years, we shall probably receive the money as

we want it. If we should not, it would be better to make short loans, at a higher rate of interest, and await the change that in the financial world always occurs, for negotiating the whole.

The great object now is, to introduce water at the earliest possible moment, and to pay off our debts at the earliest practicable time. The former can be effected in two, and the latter within twenty years, if the public property is wisely managed; and this naturally leads me to speak of the City Lands.

These lands should, in the first place, be prepared for sale. This, to men of business, appears to be a self-evident proposition, but owing to a natural unwillingness to increase the expenditures, it has been too much the custom to sell land before the streets were graded. The result was, that the expenditures subsequently made by the City, enhanced the value of the land far above the cost of improvement, and the difference was lost by the City.

The lands east of Washington street, will require a large amount of filling, and true economy requires that the necessary outlay should at once be made. The Council last year purchased, with this view, a farm, at Dedham, bounding on the Providence Railroad, which by furnishing the materials for doing this work, will save a very great amount to the City. The mode of effecting this, will be submitted to your Committees, and I recommend that a sufficient appropriation should at once be made to carry out and complete this great improvement.

In disposing of the lands, I would recommend that they should be sold at reasonable prices, to all who desire to build, and in other cases sales

should be made only in such portions as will enhance the value of the remainder. Selling choice lots to speculators, who intend merely to hold them for a rise, has a tendency to interfere with the City sales and the rapid settlement of this property.

The necessity of opening the streets for water pipes, leads me to speak of another of the great expenditures of the City.

The number of oil lamps in the City is 1317 ; number of gas lamps in the City is 496. The oil is purchased by the Committee on Lamps, who always advertise for proposals. The gas is furnished at one cent an hour, for each lamp, it consuming $2\frac{1}{2}$ feet.

In Philadelphia and many of the cities in Europe, the city itself owns the works and furnishes both its own gas and supplies the citizens. The gas works in this City have been conducted in a manner entirely satisfactory to the public : and their agreement to submit their books to examination, and receive only a certain per centage of profit on their outlay, does away, in a great degree, the objections to their holding a monopoly of this essential convenience. Yet there are reasons that render it advisable, both on grounds of economy, and as preventing any corporation from having the power of breaking up the streets, that the City should own gas works. As during the present year all our streets will be taken up for water pipes, it appears to me that if it is ever expedient for the City to undertake this business, it should be acted upon at the present time, and I would recommend that a Commissioner be appointed to investigate the subject, and to make a report that may be the basis for the action of the Council.

The subject of the police, at the present time, is one of paramount importance. In addition to the increase of vice, which progresses, at least, in the same ratio with the population, railroads give a facility to the vicious and criminal, who can find no shelter in the country, to resort to a crowd, where they can indulge without observation. Public and private good requires that vice, where it exists, should be checked and kept under control, and that the paths that lead to destruction should be closed against the entrance of the innocent, as far as it can possibly be done. This requires an efficient police. Our appropriation for this purpose is small, when compared with our sister cities. In New York, with a population of 350,000, the appropriation for police amounts to 479,000 dollars. While our appropriation, with a population of 120,000, is only \$64,000, of which \$14,000 is for day and \$50,000 for the night police or watchmen.

As this subject will be brought before you, on the report of the Committee on the revision of the City Ordinances, I will not take up your time with discussing it at present. But I cannot forbear reminding you that the efficiency of any system must depend on the men who execute it—and the police officer who, from necessity is obliged to descend into the haunts of vice, should possess a high character. To secure such men an adequate compensation must be paid.

This particularly applies to whoever is placed at the head of that department. To perform its duties well, the head of the police should unite a strong intellect, the power of influencing and directing men, and great physical and moral courage. In addition

to this, his labors are more varied and arduous than almost any officer of the government. And if he does his duty he must expose himself to popular odium. In my opinion the salary should be increased, in such proportion as you, after a full examination of the subject, shall deem to be expedient.

Among the great expenditures of the City, there is none that in amount exceeds the appropriations for widening streets. Since the 30th of April, there has been paid on this account, the sum of \$148,209. And it is hardly an exaggeration to say that the value of the property of abutters on these streets, who have received the greater part of this amount, has been increased in addition more than the whole expenditure.

In many cities, a charge of this nature is unknown. It is assumed, that such improvements are for the benefit of the abutters and the neighboring estates, and the whole amount is assessed upon them. This is going perhaps too far, but it does appear to me, that they should pay some portion of the cost. A bill for this purpose, petitioned for by the last Council, was lost in the House; and I would recommend that an application should be again made for a law of that nature.

The crowded state of our narrow streets, renders, in my opinion, some further legislation necessary on the subject of omnibusses running to the neighboring cities, which shall give to the City authorities power to regulate them, as to stands and routes, and perhaps, as to fares. And I should recommend that application should be made to the Legislature, for a law on this subject.

Another subject which demands your attention, is the burial of the dead in the City. There are reasons connected both with health, and the natural feelings of man, that have caused almost all large cities to forbid interments within their limits, except under particular circumstances. In our own, no burials are made in graves.

There are in the City, including one at South Boston, not used, nine burial places, containing 933 tombs. There are six churches with cemeteries below them, containing 279 tombs—making in all 1212 tombs.

As it respects the tombs owned by families, I would suggest the propriety of preventing any bodies being deposited in them excepting members of the family, and of fixing a time, after which no interments whatever should be made.

As to the tombs belonging to undertakers and others, where bodies are deposited on the payment of a fee, and where it has been the practice after a few years, to remove the remains to make way for others, and thus render them a source of constant income—I recommend that it be ordained that these and all tombs, when once filled shall be closed forever. This is due to the health and feelings of the living, and to the respect due to the dead.

This may in time render it necessary to provide burial places out of the City, which by charging a small fee for the rights of sepulchre, could be done without expense to the City, and would at least enable the poor man, when he died, to feel that his dust was to rest in a quiet grave.

Another of the great expenditures of the City, is for sewers. They are constructed by the day, under

the superintendence of the head of this department, who purchases the materials, and is accountable for the work. During the past five years, there have been constructed 34,115 feet of drain, at a cost of \$52,180 26. Of this there has been charged to the account of sewers and drains, \$46,251 81; to public lands, \$5,928 45; and of this there has been expended during the past two years more than \$28,-500.

The City now own more than 20 miles of common sewer. By the laws of the Commonwealth, one fourth part of the cost of constructing and repairing these is assumed by the City; the remainder assessed on the estates benefitted.

If during this year, the Council should direct the streets on the neck lands to be graded, I recommend that common sewers—water and gas pipes should be previously laid down. It would be found, I believe, a true economy as it regards expenditure, and tend more than anything else to the rapid sale and improvement of that property.

In this connection, I would call your attention to the fact, that more than 2,000 tenements deposit the contents of their sewers in the back bay. This bay, consisting principally of stagnant water, is of itself almost a nuisance, and it cannot be long before the health of the City will demand the expenditure of a large sum to construct a drain from Roxbury line to the Milldam, sufficient for the discharge of all these sewers; and for this expenditure, no return can be made by abutters.

There may, perhaps, be one alternative. In several of the cities of Europe, attempts have been successfully made to collect the contents of sewers, for

agricultural purposes. This experiment has been made, on a small scale, during the past year, in the public garden, and from the result, I cannot but believe that the contents of these sewers might be converted into valuable manure, which would more than reimburse the whole cost of its collection, and which might be removed without giving the slightest offence to the inhabitants. As in such a case, the great expenditure for the sewer I have mentioned, would be saved, I recommend that a Committee be charged with trying the experiment on a satisfactory scale.

The difficulty of fixing on a suitable site, has caused the erection of a new jail to be postponed. The general opinion seems to be, that it should be placed with the other City buildings, at South Boston; and this, notwithstanding the distance from the Courts of Justice, is in my opinion the most eligible site that can be selected.

All the City buildings, with the exception of the House of Reformation for Juvenile Offenders, front upon First street. South of First street, there are, belonging to the City, including lands recently purchased of Mr Homer, and exclusive of streets, 1,633,718 feet of land—and to the north of First street, land and wharves, 1,080,000. If the flats were reclaimed to the extent of 100 rods, there would be, in addition, 2,650,000 feet of land, which would be ample, both for the Jail and for the additions that must be made to the House of Industry, during the present year, and in all time to come.

The land to the south of First street could be sold, which, reimbursing the expense of the new lands, would have a tendency to cause the population, that

driven from the City, now seeks the neighboring towns, to remain within our limits. Enclosing so large a space within high palisades, and devoting it to a place of confinement, has had, it is thought, a tendency to prevent settlements at South Boston, which its vicinity to the City proper and the beauty of the situation would seem to induce.

The filling up of so large an amount of flats would require an expenditure which I could not recommend at the present time. But it seems to me to be wise to decide upon a prospective plan, for the enlargement of the Institutions at South Boston, which the increase of the city will require, before erecting the jail, if it is to be placed any where within those limits.

There is one other subject, upon which, more than any other, the prosperity of the City depends, to which I would call your attention. When we speak of the causes of our prosperity, and of the increase of the value of real estate, we attribute it to the facilities of communication with the interior—but what would these avail, if a narrow passage, but a few hundred yards wide, between George's and the Great Brewster, should be closed? The importance of our Harbor, both to the City and to the Nation, can hardly be overrated—and yet there is danger that from want of attention it may be greatly injured. An appropriation of \$40,000 has several times been made for this purpose, by one or the other branch of the General Government, but owing to circumstances, has failed.

Composed of gravel, these Islands are exposed to the swell of the ocean, and their natural tendency to wash into the channel is increased, by the custom of

taking ballast from them, which by breaking up the surface increases the power of the waves. As a large income is derived from the sale of ballast, it is not to be expected that the practice should be discontinued by the owner without an equivalent. The refusal of the Great Brewster has been given for \$4000, and I recommend that an appropriation should be made of that sum for its purchase, to be held by the City until the United States is ready to take it, and erect the works upon it, that are essential for the preservation of their own and the City's property.

In this connection, I would again call your attention to the inner harbor, and the flats near Fore Point Channel. If the Commissioners appointed by the Legislature should decide that these flats can be reclaimed without detriment to the harbor, it appears to me that the property in, and the control over, them, should be placed in the City, subject to the legal and equitable rights of individuals. The City Council, last year, applied for a grant of them, and I recommend that a similar application should be made the present year.

Another of the great and increasing expenditures of the City, is that of paving. It appears by the surveys recently made for the Water Works, that there are in the City proper over sixty-two miles of streets, most of which are paved. The cost of this department, for 1846, will amount to \$90,000, which, subject to the Committee on Paving, is principally expended under the direction of the Superintendent of Streets, whose other duties, connected with keeping the streets clean, and with the internal health department, require almost all his time; and

it is well worthy of your inquiry, whether economy might not be promoted by a division of this office or by giving a portion of his duties either to a regular engineer, or an approved assistant.

There are other departments of the City, to which I have not time to call your particular attention.

The Schools have, during the year, been in a satisfactory and advancing condition. The attention that has been called to them, and the differences that have existed as to the best mode of conducting them, have led to a renewed attention on the part of the masters and the pupils ; and I believe this object of the deepest interest to our community, was never in a more prosperous state than at present, and I doubt not under the attention now devoted to this subject, they will progress until they attain to the highest degree of perfection.

As to the Fire Department, no more need be said as it respects their labors and efficiency, than that with 273 alarms, and 147 fires, the total loss by fire, in the City, during the past year, has only been \$175,114, of which \$108,725 was covered by insurance.

The compensation of the Firemen has been increased during the year, and I think wisely. They are constantly liable to exposure, to danger, and to a great wear and tear of clothing ; and they should feel that the citizens who owe so much to their efficiency, are ready to make a suitable compensation for their services. No complaints, except of trivial nature, have been made against any of the members during the year, and I know of no suggestions I can make to improve the department.

The last topic suggested by the Charter, that of

ornamenting the City, is not unimportant. This end will be promoted by the great work we have in progress, which will give us an opportunity to embellish our squares and public grounds with fountains, those most beautiful emblems of health and purity. We have also an inestimable treasure in the Common, and the lands adjacent. In monarchies, such pieces of ground are procured and ornamented at a great expense, for the benefit of the people; and why should we be behind them in a republic? If any one, among the obligations we owe to that portion of the community, whose occupations, or whose necessities confine them, during the whole year, to a City life, is more imperative than another, it is to provide them with the means of obtaining some share in the glorious and beautiful aspects of nature, with which a beneficent Creator designs to minister to the physical and mental well being of his children.

Arrangements have been entered into to permit the Public Garden to be open (except on holidays, when a small fee will be required, for payment of expenses,) free to all.

Having the ground provided, it is in our power, at a very moderate expense, to enable our fellow-citizens to come from the crowded and dusty streets in summer, to gardens beautified with flowers, shaded with trees, and sparkling with fountains. What an effect will be produced by such scenes on the moral feelings of all, particularly of the young, who never lose their affinity to nature. How much evil impulse may be stifled, and how much good developed, by familiarity with sources of pleasure, so pure and congenial to their age.

Neither would I confine the liberality of the City

to this spot. Wherever the citizens are willing to contribute for opening, or ornamenting the squares in their neighborhood, I should recommend that assistance should be granted, on the ground, that every thing that renders the people better and happier, strengthens the foundations of our free institutions.

I have thus, Gentlemen, addressed you on the various subjects suggested by the Charter, and would in conclusion congratulate you on the situation and prospects of the City. Its physical prosperity is based on the industry, thirst and enterprise of the people; its intellectual standing on its schools, libraries, literary associations and lectureships; and its moral and religious position on the faith and institutions of the Gospel. With the blessing of heaven on such foundations we may securely rest, and anticipate that for years to come, as for years that are past, it will be the abode of wealth, intellect and virtue, and that our free institutions will remain the inheritance of our children, to the end of time.

City Document.—No. 1.

ADDRESS

OF

T H E M A Y O R

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 3, 1848.



PRINTED BY ORDER OF THE CITY COUNCIL.

4

BOSTON:

1848.

JOHN H. EASTBURN.....CITY PRINTER.

CITY OF BOSTON.

In Common Council, Jan. 3, 1848.

Ordered, That the President request of His Honor the Mayor, a copy of the Address delivered by him this day to the City Council, that the same may be printed.

Attest,

W. P. GREGORIE Clerk C. C.

MAYOR'S ADDRESS.

Gentlemen of the City Council:

WE have been chosen by the free suffrages of our fellow citizens to manage the affairs of a great metropolis. This position is at all times one of vast responsibility, but in the present state of this City it is peculiarly important. For nearly two hundred years this peninsula was the centre of a small population, with little or no internal communication, and distinguished chiefly for the patriotism, the energy, and the love of liberty of its inhabitants.

But Railroads have changed the character and destiny of Boston — our narrow streets are thronged with a population that was never anticipated, and our marts with men of all nations and languages.

The population of Boston is supposed to be 120,000, but in estimating our numbers in order to provide the facilities for business, it is but just to add those persons who daily resort to our City, who spend here most of their waking hours, and occupy our streets and warehouses in the same way that they would do if, as in other cities, their families resided within our territorial limits. In this view, adding to those resident here, those and their families who

come daily from our three sister adjoining cities by various conveyances, and from greater distances by Railroad, I think that we may say, that, during business hours, Boston represents a population of from two to three hundred thousand souls, and this is daily increasing.

Placed at such a time in the direction of such a City, we should strive to appreciate our position — and remember that we are acting not only for those who are now here, but for those who for centuries to come will dwell in the pleasant City of our fathers.

On inquiring what are our duties, the first in importance is to provide for the moral and intellectual advancement of the people. The education of every child has been provided for, by those who have gone before us, to an extent almost unexampled. The expenditure for schools, exclusive of school-houses, amounts this year to one hundred and ninety-one thousand dollars. This sum is placed, in a great degree, in the hands of the School Committee; and I most cheerfully testify to the zeal and fidelity with which they discharge their arduous duties. The individual schools are well directed by the respective sub-committees. But it does appear to me that there should be a more general superintendence of the system, as a whole, than can be given by individuals in the short time they can snatch from their daily pursuits. I therefore recommend to your consideration, the expediency of applying again to the Legislature for the power of appointing a Superintendent of Public Schools, to act with, and as the organ of, the School Committee.

I would also, at the request of the School Committee of the last year, call your attention to the ex-

pediency of providing means for enabling our several schools to take advantage of the State provision for the establishment of school libraries, for the use of the young, and also to the reference of the last City Council, as to the advisability of asking the Legislature for power of aiding public spirited citizens in the formation of a library, under as few restrictions as is consistent with the preservation of the property.

Universal education, both of the moral and intellectual nature, being the only solid basis on which our institutions can rest, I hold that the State has a right to compel parents to take advantage of the means of educating their children. If it can punish them for crime, it surely should have the power of preventing them from committing it, by giving them the habits and the education that are the surest safeguards. There are, daily, hundreds of children of both sexes, who are kept from school to support their parents, often in idleness and drunkenness, by pilfering about our wharves, or any other profitable form of vice, and who are regularly educated for the brothel and the dram shop, for the poor-house and the jail. Their position calls loudly for public and individual exertion, and I recommend that application be made to the Legislature for such power as shall enable the City to be in *loco parentis* to such children, and that some asylum be provided, where such as are morally too weak to be at large, may receive the peculiar training that their habits and associations may make necessary.

This naturally leads me to speak of the police, the public safeguard against the consequences of neglected youth.

Boston is no longer a small City. Its intercourse with Europe, and with the cities on this Continent,

makes it the resort of felons of the most consummate skill and adroitness. To protect the community, an efficient police is required. Our system comprehends—

1st. Constables, whose duties are principally with the Courts, in serving civil processes.

2d. The watch, consisting of 180 men, under a captain, who patrol the City by night, one half at this season being on duty from 7 to 12, and the other from 12 to an hour before sunrise.

3d. The Police. This department consists of 24 day and 10 night policemen; under the direction of the City Marshal. At the commencement of the year a police office was established in the City Hall, where officers paid by the City are in attendance at all hours of the day and night, to assist or protect the citizens. The day police receive two dollars a day,—are on duty twelve hours, and are not permitted to receive witness fees, which are paid into the City Treasury. No person connected with the department is allowed to receive any gratuity or reward, for services rendered, and the violation of this rule is considered a sufficient reason for the discharge of any member.

During the year, the City Marshal has received 330 dollars to pay for the recovery of, or for information that led to the recovery of, lost or stolen property. In every case, except one, (when the amount was only \$5,) he was made the special agent of the parties interested; and after a careful examination of each case, I feel it my duty to him to state that I am satisfied that all the money was used for the purpose intended, and never used until all other means in the power of the police to recover the property had failed.

The whole amount of property reported at the police office as lost or stolen during the last nine months, amounted to . . . \$49,110

The amount recovered and restored, 35,430

The efficiency of the police has, I believe, given satisfaction to the public. The theatres and public conveyances have received particular attention. In the former, the police are employed and paid by the City, and the proprietors pay an equivalent for their licenses. This gives the City a control which has enabled it to abolish the open resorts of intemperance and profligacy with which the theatres were formerly disgraced.

The public conveyances have, during the past year, been licensed and numbered, the larger proprietors of this species of property assenting to an arrangement, which, by making the drivers known and responsible, and excluding those of infamous character, has given great respectability to the employment, and security and convenience to the citizens.

The police is, in my opinion, in a satisfactory state. I think, however, from my own experience and the best information I can obtain from other cities, it would be more efficient if the whole police and watch departments were placed under one head, and I recommend that such alteration be made in the law as may be necessary for this purpose.

In this connection, I would call your attention to the state of the Courts. The business of the Police Court has increased from 1855 cases in 1830, to 4219 in 1847; and the number of cases in the Municipal Court, from 580 in 1842 to 1295 the last year. With the present number of judges, this Court can rarely be held for more than two weeks in a month, and as I am convinced that no efficiency on the part of the

police can put a stop to the great source of poverty and crime among us, without a longer term in this County, I recommend that an application be made to the Legislature for an additional Judge of the Court of Common Pleas, or such a system of Courts as may give one to the County of Suffolk for the whole of the time, if needed.

In connection with this department I would call your attention to the state of the Jail. A new one is evidently wanted. It should be, if possible, more in the vicinity of the Courts, but at all events should contain the improvements that modern science and humanity have devised for the reformation of the guilty and the comfort of those who are detained before their guilt is proved.

The Fire Department is efficient and well disciplined, and, as I have had no complaints made to me for many months, is in a state, I believe, satisfactory to the citizens at large. During the year the total loss of property has been \$156,055, of which \$82,000 was covered by insurance. The department consists, including officers, of 713 members, who have charge of 18 engines. The character of those composing the department is of great importance to the order and security of the City, and all proper means should be adopted to induce the best men to enter the Department. The great objection to the service is the frequency of false alarms. Of 274 alarms during the past year, 120 were false. At 52 of the 154 no engine played, at only 11 were the services of the whole department required. If on repairing to the engine house the members could have known what they discovered after toiling through the streets, it would have saved their time, their

clothes, and the wear and tear of the engines. Can such information be given?

Until the discovery of the magnetic telegraph it would have been supposed to be impossible; but from statements and estimates furnished by F. O. J. Smith, Esq., the Superintendent of the Telegraph, it appears that it may be effected at a very trifling expense. He says, "it would be feasible to connect the whole number of engine houses, so as to enable any person who could count ten, to signalize every other engine house in the City at the same moment, and inform them in what district the fire was." It would also enable the Chief Engineer to order such engines as were necessary to repair to the spot, or to dismiss the companies whose services were not needed. The apparatus can be attached to bells of any size, and give the alarm if required to the whole City. If this statement is correct, and the plan had been in operation during the past year, there may have been companies called out 274 times, when they were only needed eleven.

Mr. Smith's estimate of the cost is as follows:

13 miles of structure complete, \$250 per mile,	\$3250
Instruments for 15 stations,	750
Apparatus for three large alarm bells, at \$100 each, . .	300
Total,	\$4300

His estimate of the annual expense is as follows:

Interest on structure,	\$258
Repairs,	200
Battery keeper, rent, &c.,	1000
	\$1458

To this sum must be added what should be paid for the use of the patent.

If this system of communication can be perfected, there may be an important incidental advantage, should the Police at any time need a sudden reinforcement to protect the lives and property of the citizens. Let it be known that literally by the tap of a finger 700 such men as constitute the fire department can at any time, by day or by night, be summoned to enforce the law, and the knowledge of the existence of such a power would probably prevent its ever being called into use, and if not used, it would be of no expense whatever to the City.

With these views I recommend the subject to your consideration.

During the past year a contract has been made for the grading of the public lands at the South End by material taken from the gravel farm at Dedham. The state of the times, and a desire on the part of the Committee to have the lands properly prepared before bringing them into market, have prevented any extensive sales being made. The vacancy of a Superintendent of Public Lands has not been filled, and I would recommend to the Council the appointment of a skilful Engineer to act in this matter, and in others connected with grading and laying out streets and paving. The amount expended by the City for this species of service during the year ending May 1, 1847, was a sum sufficient to procure the entire time of a competent officer to take charge of all business of this nature.

The public lands are sold by the Committee, and I consider it my duty to them to state, that no member of the Committee has ever, to my knowledge, been

directly or indirectly concerned in the purchase or sale of any City property on his own account, except where it was freely offered at public auction, for the competition of all the citizens.

The finances of the City are in a satisfactory position.

The whole permanent debt, as appears by the Auditor's Report, on the 1st of May, 1847, is	\$1,025,266 66
There has been paid off since the 1st of May, as	
it became due,	89,550 00
	<hr/>
	\$935,716 66

To this is to be added loans since the 1st of May:

For Widening Streets, payable within three years,	70,490 00
Loan to pay for South Boston Heights, purchased by the City Council, to be kept open forever, payable in 1848 and 1849,	106,700 00
	<hr/>
	\$1,112,906 66

The means of payment are as follows:

Bonds and Mortgages, on interest,	373,229 27
Amount in Sinking Fund to the credit of the Committee on the Reduction of City Debt,	111,073 25
Annual appropriation from Taxes,	50,000 00
City Wharf,	600,000 00
	<hr/>
	\$1,134,302 52
Surplus in favor of the City,	21,395 86
The interest on this debt amounts to	52,000 00
To meet this, the City has rents,	55,000 00
Interest on Bonds and Mortgages,	22,000 00
	<hr/>
	77,000 00
Leaving a surplus of	<hr/>
	\$25,000 00

The Water Loan consisted on the 31st of December of two parts :

The permanent loan due equally in 1857, 1858,

1859, 1860, 1861, \$1,000,000 00

Temporary loans payable within a year, 421,941 00

The whole of this debt will probably amount to 3,000,000 00

To meet this, the City has the Aqueduct itself, and about 6,000,000 feet of land for sale, in the City proper and South Boston, which will, without a doubt, pay the whole of the debt as it falls due.

During the year, a large loan has been effected. After in vain endeavoring to obtain the money in Europe, the Committee on Finance, on the 30th of April, proposed for a loan of a million of dollars, in the way universally adopted both in Europe and the United States — by advertising for sealed proposals. These were to be handed in to the Treasurer before 12 o'clock, on the 8th of July. In order to induce, as far as possible, investors to purchase directly and at retail prices from the City, the Committee offered to receive bids for five hundred dollars and upwards, and made the terms of payment such as would meet the convenience of the smallest capitalist. The advertisement was inserted in the seven daily papers that print for the City, from the 30th of April to the 8th of July; and a circular, signed by the Mayor, stating the advantages and security of the loan, and accompanied by a copy of the proposals, was forwarded by the steamer of the 1st of May, to the principal bankers in Europe, and sent to all the banks, saving institutions, and insurance companies throughout New England, to the brokers and principal capitalists in Philadelphia, New York, and Boston, and public attention called to the loan by

every means the Committee could devise. On or before the 8th of July, at 12 o'clock, a number of proposals was received by the Treasurer, which were opened for the first time in the presence of the whole Committee, and the stock apportioned, according to the advertisement, to the highest bidders.

This statement, taken from the report made at the time by the Committee, proves that the competition was full and open to all the world, and conducted in such a manner, as rendered it *impossible* for any bidder to take an advantage of his competitors or of the City, or to obtain the stock, except he gave more for it than any body else offered.

Owing to the pressure in the money market, both in this country and in Europe, the Committee have decided to make temporary loans at 6 per cent., for the immediate wants of the Commissioners. There is, however, no actual loss to the City, as the fall in the price of iron and other materials will more than counterbalance the difference of interest.

In connexion with the subject of finance, I would call your attention to the mode and time of assessing taxes. Our fellow citizens, in general, are willing to pay their just proportion of the public expenses; but great complaints are made of the inequality of taxation. But few of the returns authorized by law are furnished, and it is impossible for the Assessors to estimate either the positive or comparative wealth of men engaged in active business. The subject is fraught with difficulty.

There is, however, one evil that may be remedied. The time of assessing taxes is the first of May, and some of our wealthier citizens, from their interest in agriculture, or other reasons, find it convenient to leave the City in the month of April. As most of them have acquired their wealth in the City, and all

of them have used its streets, been protected by its police, and received its advantages, it is unjust that their poor and industrious neighbors should be compelled to pay the taxes of such persons in addition to their own.

This will be avoided by a change of the time of assessment, and I recommend that an application be made to the Legislature for power to make the alteration.

The subject of widening streets is one of great and increasing importance. In other large cities, the estates that are benefited pay for the improvement; while here, in many cases, the City has given individuals hundreds of dollars for the purpose of raising the value of their property by thousands. Two years ago an application was made to the legislature for some modification of this law, so as to throw a part, at least, of the expense of improvements on those who are directly benefited by them. It was lost by the opposition of our own Representatives. I would again recommend the subject to your consideration, as one of great importance to the expenditures of the City.

One object, however, of promoting the convenience of the public would be effected by suitable laws against unnecessarily encumbering the streets. I had hoped that the revision of the City Ordinances, which has been for a long time in the hands of Commissioners, would have brought these subjects before the Council; but as the progress of legal gentlemen is slow, I recommend the subject to your immediate attention, on the ground that the convenience of individuals should be made to yield to that of the public.

The House of Industry must, during the present year, either be repaired and enlarged, or provision

made for erecting one on some other site. The subject of the removal was discussed before the last Council, and referred by them to your consideration, which it should receive at the earliest moment; as whatever is decided upon should be commenced early in the spring.

The great numbers of pauper emigrants, and the prevalence of the ship fever, rendered it necessary to establish an extensive hospital at Deer Island. It has been under the charge of a Committee, who deserve the thanks of the citizens for their devotion to a cause that, while it has relieved the sick foreigner, has prevented the spread of a contagious disease among our citizens.

Few are aware of the benefits they have derived from this institution. It has probably prevented the spread of a disease that has carried off Daniel Chandler, the Superintendent of the House of Industry, and Dr. Moriarty, the Physician at Deer Island. They both fell victims to their exertions in the cause of humanity, and we trust have received the reward of those who care for the sick and the stranger.

I have thus, gentlemen, hinted at a few of the many subjects that will be brought to your consideration, and in conclusion, would assure you of all the aid and coöperation I can give in the performance of your arduous and gratuitous labors. The present year is to be distinguished from all others in our annals, by the introduction of water at the public expense. May it also be distinguished by general prosperity, and by an advance in every thing that can render the citizens happier, or wiser, or better, and make them more worthy of the free institutions bequeathed to them by their fathers.

City Document.—No. 1.

INAUGURAL ADDRESS

TO THE

ALDERMEN AND COMMON COUNCIL,

BY

JOHN PRESCOTT BIGELOW,

MAYOR OF THE CITY OF BOSTON.

JANUARY 1, 1849.



PRINTED BY ORDER OF THE COUNCIL.

BOSTON:
1849.

J. H. EASTBURN, CITY PRINTER.

A D D R E S S.

*Gentlemen of the Board of Aldermen and of the
Common Council.*

OUR municipal charter requires, that the Mayor shall communicate to the two branches of the City Council such information, and recommend such measures, as may promote the improvement and substantial interests of Boston. It is not becoming that I should enter even upon this minor and incipient duty, without tendering, as I now do, through you, to my fellow citizens, my grateful acknowledgments for the confidence, with which they have seen fit to honor me. At present, all which I can offer in exchange for unsought and unexpected demonstration of popular favor, is the *solemn promise* that I will faithfully devote whatever energies I possess, to the promotion of the public welfare, unswayed by any considerations or influence, other than my deliberate convictions of right. I am fully aware that in the discharge of my official duties, I must come in collision with the interests, the prejudices, the passions, of a greater or less number of my constituents, and am perfectly content to abide the result. Such has been the fortune of all my predecessors, and I

cannot expect to fare better than they. Much as I value the good will and love of the people among whom I have dwelt these thirty winters; yet, if it happen, that in consequence of pursuing the course which my judgment and conscience may approve, my administration should fail to be acceptable to the popular majority, I shall retire to private life, with far more pleasure than I experience in assuming the responsibilities of office.

Boston and its environs, within a radius of five miles, contains at least 210,000 inhabitants. The City, proper, has about 130,000 inhabitants, with an assessed valuation of one hundred and sixty-seven millions of dollars. So large an accumulation of people and wealth, on a single spot, could hardly have been anticipated within a region of our country, so little favored by nature. The sterile soil, the mountainous surface, the stern climate, and the want of navigable streams in New England, would have seemed to render it improbable that it would ever be considerably peopled, or that any great commercial mart should arise within its borders. It would have seemed, that such would only exist within the more central or southerly portions of the Union, under more genial skies, and in the vicinity of the great natural routes of inter-communication. But the resolution and intelligent industry of our fathers surmounted every obstacle. The region, sneeringly stigmatized as having no natural productions for export but "granite and ice," now teems with three millions of the children of freedom, abounding in the comforts of civilized life—and its metropolis ranks with the great cities of the globe. It is to be borne in mind also, that that metropolis became an important City, long before science and art had cut in sun-

der the hills, elevated the vales, and spanned the running waters, to unite her commerce in easy and rapid communication with more favored climes. If our people could achieve a position so prominent, while destitute of any of the facilities of intercourse with the interior, with which the cities of the sunny South were so abundantly blessed, what may we not expect of the future destiny of Boston, now that her iron highways, extending in all directions, bring her into convenient proximity with every section of the land? Those who could effect so much, under the most repelling circumstances, may be depended upon to avail themselves, to the full, of their new and ample advantages. The long winter of New England isolation is broken,—she warms and flourishes in friendly and thrifty intercourse with the luxuriant West; and it is not too much to anticipate that the day will come, when there will be no greater or more prosperous City upon the American continent, than the City of the Pilgrims.

This view of the prospects of Boston leads me to speak of our Schools,—education being the true basis of our institutions, and the real secret of New England progress and power. Our schools are believed never to have been more deserving of confidence and support, than at the present time. There are now in the City, sustained at the public charge, one hundred and eighty-eight schools, with nineteen thousand and sixty-four pupils in attendance. There has been expended from the Treasury for these schools, within the past year, \$346,572, including the amount paid on account of new edifices. There is no expense which the people of Boston more willingly incur, than that which is necessary for the support of the Public Schools; but it cannot be

their intention to authorize unnecessary outlays for this, or any other object whatever. With this conviction, I cannot but regret what appears to me to have been the extraordinary cost of erecting some of the newer school houses. The amount expended for the new school house, on Tyler street, exceeded \$60,000, and that for the new Hancock school house was but a fraction under \$70,000—sums adequate to founding, and endowing, a respectable college. The splendor of the edifice is no guarantee for the education of the pupil; who is as efficiently fitted for the great duties of life, in the older and less pretending seminaries of the City, as in the magnificent structures of the present period.

Our public institutions for the relief and support of the destitute, and insane, the Penitentiary, and House of Reformation, are believed to be conducted upon wise and judicious principles, and administered in a manner which should be satisfactory to the people.

The City has recently purchased a site for a new Jail, at an expense exceeding \$113,000,—the existing prison, which was erected some twenty-five years since, at great cost, being declared faulty in structure, and deficient in the requirements suggested by modern philanthropy. It has been officially estimated, that the expense of constructing the contemplated building will not exceed the sum of \$150,000, in addition to that expended for the site. I have not had opportunity, as yet, to examine the matter, and have great confidence in the committee which has had it in charge. I find, however, an impression among mechanics of acknowledged ability, that the estimates are too low, and that a vastly larger sum will hardly suffice to carry out the plan. I hope

that we shall proceed no further in this work, until it is ascertained, to a moral certainty, that the estimates are correct. Indeed, I can hardly persuade myself that the present Jail may not be altered so as to suit the wishes, even of the most fastidious, at an expense far less, than that contemplated in the adopted plan. The erring and abandoned should be treated as children of our common Father; but society should not be expected to furnish costly accommodations for those, who set its authority at naught. A prison should never be built with reference to show. It were better that it should be screened from observation, rather than elicit encomiums upon its architecture. In appearance, it can never be other than a melancholy monument of the infirmities of our race; and it is not wise to whiten, or garnish, the sepulchre of shame.

The Fire Department, that all-important arm of municipal defence, continues in its accustomed state of efficient discipline, and is believed not to be excelled by any similar establishment in the country. The increasing facilities for extinguishing fires, resulting from the introduction of the waters of Lake Cochituate, will doubtless enable us to reduce the expense of this department,—a subject which I commend to your careful consideration.

The remarkable degree of health prevailing in the city, during the past year, is a source of profound gratitude to Divine Providence. The mysterious pestilence, which has traversed the Eastern Hemisphere, again threatens to invade our precincts. From my position in the Government, at the period of its former visit to this city, I had ample means of witnessing the saving effects of municipal precaution and vigilance; and am confident, that if the City

Council, with the cordial coöperation of the people, shall carry into effect the sanatory measures of 1832, the cholera, as an epidemic, need have no terrors for our fellow-citizens. In this connection, I would renew the suggestions of my honored predecessor, in reference to burials within the limits of our dense population. Upon this point of economical regulation, we are entirely behind the age. The average annual number of deaths for some years has exceeded 3500. Making all allowances for interments at Mount Auburn, and other suburban cemeteries, there cannot be much less than 2000 human bodies annually consigned to their rest, within the boundaries of Boston,— all deposited in tombs. Such an amount of accumulating decomposition cannot but tend, in some degree, to impair the purity of the atmosphere ; and the evil as our population increases, will daily become more serious. It cannot be doubted that a desirable burial lot may be obtained at no great distance from Boston, and in the vicinity of some of our numerous railroads, which would furnish ample facilities for conveyance of funeral trains. The example of the enlightened city of Roxbury, in this respect, is worthy of our imitation. For a lot, similar to that recently consecrated there, the expense would be inconsiderable, and would soon be liquidated by charging a small fee for the right of sepulture.

The Public Lands claim your special attention. Besides the Public Garden, (containing twenty-three acres,) there are about 5,000,000 square feet of lands belonging to the City in the eleventh and twelfth wards. It is desirable that every practicable method should be adopted to bring these lands into market. If judiciously managed they will go far towards defraying the public debt. It is my opinion, that they

should be set at moderate prices, inducing citizens to settle within the limits of Boston, and add to the taxable property, rather than to hold them back, in the hope of obtaining higher offers at a distant day.

The Police, in all its various ramifications, demands the constant and vigilant supervision of the Mayor, under whose control it is exclusively placed. Faults are charged upon its organization and method of administration, and this might be expected, if it were ever so perfect; for the very nature of the duties of the Police is such, as to insure the hostility and denunciation of those who reject the salutary restraints of the law, and the authority of its ministers. I shall not fail, however, closely to scrutinize the conduct of the department in question, and to investigate the sources of complaint. Security of life and property is indispensable to the enjoyment of all the other blessings of civilized association, and *must* be maintained. If the number of the police and watch be inadequate to the protection of our citizens, or if the manner of conducting those departments be in fault, the evil should be met, promptly and effectively. I rely with confidence, upon your support and coöperation, if necessary, in this important business.

I cannot dismiss the question of Police without referring to that great and prolific source of crime—the intemperate use of intoxicating liquors,—an evil, which seems to have more than kept pace with all which is good and desirable in our community; and has been the means of countervailing, in no small degree, the many privileges which we otherwise enjoy. Every good citizen must be anxious that an evil, which, by its rapid strides, bids fair to render our City pre-eminently conspicuous in the annals of

intemperance and crime,— should be ameliorated or diminished, if, haply, it be found impossible to eradicate it.

In consequence of a constitutional question being held under consideration, some years since, in the Supreme Court of the United States, concerning the right of the Commonwealth to restrict the sale of liquors, (of course involving the right to punish for violation of our laws upon that subject,) the authorities of the City saw fit to intermit the granting of licenses, and to relinquish the usual measures for enforcing our statutes, against unlicensed sales. The community continued, virtually, without any law upon this head, for several years, and the traffic in the proscribed articles steadily increased. The Court finally decided in favor of the laws in question, and the subject of licensing was once more formally taken into consideration, by the Mayor and Aldermen, in May, 1847. Actuated by motives, to which I bow with sincere respect, the Board decided that licenses should not be granted, and the Police was instructed to prosecute for infractions of the statute. This policy has been continued to the present time. I wish I could say, or that any one could demonstrate, that this decision of the executive department has contributed, in the slightest degree, to the promotion of the noble cause which actuated its course. The experiment has surely had a fair trial. No one can question the sincerity, ability, and energy, with which my predecessor endeavored to enforce the laws in this, as in other respects; aided by an efficient police, and backed in his efforts by a large and influential portion of his fellow citizens. What has been the result? Many prosecutions have been instituted, and convictions obtained. But has the traffic

in the prohibited articles been, in any measure, suppressed? Have the dram-shops ceased, or, in any degree, diminished in number? Has temperance been promoted? Have riot and licentiousness received a perceptible check? Nothing of all, or any of this: the reverse is apparent to every one, whose eyes and ears are open. The evil has assumed a more menacing aspect than ever. The number of drinking places has augmented, to a degree never before witnessed in Boston. The forbidden articles are sold (as formerly) in hundreds of conspicuous and well-known places, and also in holes and corners, which were never before systematically used for such purposes. The daily reports of the police and the watch, the nightly outcries in our streets, and the calenders of our courts, bear witness to the accelerating and appalling increase of intemperance, and its attendant crimes. It would seem as if the Saturnalia of Bacchus, or some more malignant of the heathen deities, took date from the vote which was to overthrow his altars, and confound his votaries.

What, then, has been accomplished by the new policy, for the cause of virtue and good order? Verily, we may adopt a sentiment from Junius, and exclaim—"The good, which has been done, must have been done by stealth,—the evil is upon record." It is clearly an *experiment failed*. To my mind it is apparent, that it would be as well for society to have no laws upon the subject, as to remain in its present anomalous position: for the existence of a law, which you vainly strive to execute, tends to bring all other laws into contempt, and invite their infraction. The ignorant and wicked, who find that they can openly and successfully resist your efforts to enforce a single established statute, will not be slow to bid defi-

ance to your code, and deride your constitution. What, then, shall we do? Shall we go on in the present course, because we do not like to retreat from a position taken, or route adopted? Shall the strong man struggle onward, and downward, in the deepening morass, without a single effort to regain the shore? Will he vindicate his wisdom by rejecting the admonitions of his experience; by declaring that his object is a good one, his course the direct one; and that, come what may, he will adhere to that route, and none other?

What, then, is the remedy? I know not if there be any. The "experiment failed" has complicated a difficulty, which was bad enough before. The refusal to license has practically resulted in a *general* license. It will, therefore, now be far more difficult, by any system, to restrain the sale within its former limits, than it was before the experiment was tried. I know that it may be said that the prohibition of sales is carried into effect, in other portions of the Commonwealth; and therefore why may it not be so here? The "experiment failed" is palpable evidence that the rules of discipline which may apply in smaller communities, are in some respects wholly inoperative in the very large gatherings of the human race. In these the reckless and vicious, of every clime, are assembled in numbers disproportionate to the actual population.

The license system was incomparably better, in its *actual workings*, than the present one; and, with suitable modifications, would seem worthy of another trial, unless some new and *practicable* substitute for the present unfortunate scheme, can be devised. The license system, with all the objections to it, (and there are many,) possessed the substantial advantage

of having a considerable body of respectable persons deeply interested in complaining of, and helping to put down, unauthorized sales. The individuals licensed might sell more, but the aggregate of sales would be less, and the more offensive resorts of the intemperate would, probably, to a great degree, be suppressed. In regard to returning to the license system, I know that many of my fellow citizens entertain conscientious scruples, and I have heard individuals of acknowledged worth, speak as if it were immoral and irreligious, to license the sale of the source of so much evil. Whoever takes that ground, casts obloquy and reproach upon the memory of our fathers, (for whose wisdom and virtue we profess so much veneration,) who, from the landing at Plymouth until our own generation, saw fit to countenance the policy, which is now repudiated.

The City, at last, enjoys the long-coveted blessing—a copious supply of Pure Water. The only prominent objection to Boston as a place of residence is removed, by a system of works which promises to be a permanent memorial of the public spirit and judgment of its authors, and of the skill and energy of those, under whose auspices, it approximates completion. At the time of the recent celebration, ample details concerning this subject were laid before the public, and I shall not consume your time by repeating them. The length of the iron pipes now laid through our streets amounts to about sixty miles. Service pipes, leading from the street mains, already conduct the water to five thousand dwelling houses, and many places of business. The aggregate length of the service pipes, already laid, from the mains to the houses, exceeds thirty-five miles. There remains yet considerable to be done to finish the great under-

taking, by carrying out the plan upon which it has so far been executed. The Commissioners inform me that the reservoir upon Beacon Hill will probably be completed by the close of summer, and that on Dorchester Heights before the end of the year. The term of office of the Commissioners will expire, by limitation of law, in May next; and I recommend that the City Council make seasonable application to the Legislature for the renewal of their term, for such time, and with such modifications of their power, as may seem advisable. The expenditures for the water works, to the present date, including all charges against the City for work done, and for land and materials purchased, exceed three millions and three hundred thousand dollars. The principal charges which remain to be defrayed are, the cost of completing the reservoirs, of laying the additional distribution and service pipes, and of adjusting the claims for unsettled damages. The Commissioners estimate that the final cost, of this great undertaking, will amount to about three millions and eight hundred thousand dollars.

I will now call your attention to the state of the general finances of the City. The City Debt, exclusive of that contracted for water, amounted, on the 20th day of the last month, to \$1,354,332 56. This includes the amount paid for the site of the contemplated new jail, already specified. It is estimated by the Auditor that the debt, even if no unanticipated expenditures shall become necessary, will amount, at the close of the financial year, (namely, the 30th of April,) to the sum of \$1,500,000. To meet this debt, we have bonds and mortgages, \$298,717; balance to credit of Committee on reduction of City Debt, \$85,897; City Wharf, valued at \$600,000—amount-

ing in all to \$984,614. These assets are exclusive of the Market, the Common, the many Public Buildings belonging to the City, the Public Garden, and the 5,000,000 feet of land, to which I have previously alluded.

The specific appropriations for the current financial year were \$1,374,855. In consequence of the large additional expenditure since authorized, the expenses of the city, for the financial year, will probably exceed \$1,550,000.

The amount of the city and county tax, assessed upon our citizens, for the current financial year, is \$1,100,000. The ratio of taxation was raised last year from \$6, to \$6 50-100 on the thousand dollars.

The expenses, the taxes, and the debt of the city, have all increased, within a few years, out of proportion to the growth and means of the city. This consideration is full of warning and exhortation. It becomes your Chief Magistrate to speak plainly, upon a matter of such moment. If the ratio of increasing expenditures is to go on indefinitely, it needs not the gift of prophecy to fortell, that the day will surely come, when the question will be with our successors, how shall they meet engagements, without pledging, or parting with, property of the city, which it should be our pride and happiness to retain. Already do great numbers of citizens, (and I regret to say that, among them, are many who possess the amplest means) escape into the country at the annual period of taxation; while very many, whose places of business are with us, have their dwellings permanently beyond our borders, on account of our onerous assessments. The number of such cases is constantly increasing, thereby rendering the weight still heavier upon those who remain. The complaints, upon this subject of

expenditure, are loud and deep, from all classes of our constituents. *They must be heard—the evil must be remedied.* The remedy is with us, for the time being, and let us not be backward in applying it. Cut off every expense which is not absolutely necessary for the honor and interest of Boston. Commence no expensive projects, however alluring or desirable, and let us do in all things as is done in domestic economy—consider not what we would like, but what we can afford!

The most prolific source of expense, and financial embarrassment, is, and has been, for many years, the widening and extending our older streets, for which, in the several cases, there will never be wanting urgent advocates, and plausible excuses. The amount expended under this head (agreeably to a statement of the Auditor) since the organization of the city in 1822, exceeds \$1,540,000, including about \$40,000 for improvements in the course of completion. Nearly two-fifths of this great sum have been expended within the last three years, amounting to \$609,530.

If the laws against obstructions in the streets, by the prolonged stoppings of vehicles and other impediments, be duly enforced, our avenues will be found sufficiently capacious. The streets of the City of London, (proper) the most thronged thoroughfares in the world, are, on an average, no wider, or more regular, than those of Boston: and yet, by proper police arrangements, they are made conveniently sufficient for the business, which accumulates in that great metropolis. I recommend that the usual annual appropriation for widening streets be omitted, in the estimates for the next financial year. If, in consequence of fire, or other circumstances, an extraordinary case shall come up, let it be deliberately con-

sidered and settled upon its own merits, and not in reference to any schemes of prospective improvement, hitherto adopted.

Gentlemen—

During the year, whose advent we gratefully salute this morning, we are charged with duties of no ordinary responsibility. The action neither of the State nor National Governments, bears with such immediate and sensible effects upon the happiness of the great family whom we represent, as the conduct of their civic fathers. For our stewardship, brief though it be, we shall surely be held to account, here and hereafter. Let us seek light and wisdom from on high. Let our supplication be, like that inscribed upon the escutcheon of Boston, in the classic characters of a distant age—**AS GOD WAS TO OUR FATHERS, SO MAY HE BE UNTO US.**

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THE MAYOR'S
INAUGURAL ADDRESS

TO THE
ALDERMEN AND COMMON COUNCIL
OF THE
CITY OF BOSTON.

1850.

INAUGURAL ADDRESS

TO THE

ALDERMEN AND COMMON COUNCIL

BY

JOHN PRESCOTT BIGELOW,

MAYOR OF THE CITY OF BOSTON.

JANUARY 7, 1850.



PRINTED BY ORDER OF THE CITY COUNCIL,

BOSTON:

1850.

J. H. EASTBURN, CITY PRINTER.

MAYOR'S ADDRESS.

Gentlemen of the Board of Aldermen and of the Common Council.

In again assuming the functions of the high station to which I have been called by the people of Boston, I tender to them my grateful acknowledgments for the emphatic manner in which, by their suffrages, they have signified their approval of my official conduct. Their generous confidence imposes upon me a corresponding responsibility, of which I shall never be unmindful. I renew my solemn promise, that I will faithfully devote whatever energies I may possess to the promotion of the public welfare,—unswayed by any considerations or influence, other than my deliberate convictions of right.

Notwithstanding the continuance of financial stringency in business affairs, and the invasion of a desolating pestilence, our beloved City has sensibly advanced in population and prosperity within the past year. Its assessed valuation in May last, was one hundred and seventy-four millions of dollars; which is believed to be far within the bounds of the actual wealth of its people. It numbers about 140,000 inhabitants, which, together with as many more within sound of its bells, or

in sight of its principal dome, constitute a great and happy community, unexcelled for industrious thrift, or social privileges and institutions. For these privileges and institutions, and for our position as an influential and important portion of the American people, we are indebted, under God, to the wisdom of our fathers, who in the very infancy of the Colony, adopted, and engrafted upon the public policy, the principle that the education of the people is indispensable to the very existence of civil and religious freedom. The effects of this principle have given to the people of Massachusetts that resistless spirit of intelligent energy, and ingenious enterprize, which has enabled them to triumph over the most formidable obstacles to successful competition with those regions of our country which are more highly favored by nature than our own. Under the auspices of the same principle, the intellectual cultivation of her inhabitants has not only been the means of securing to them an ample share of all the substantial blessings of life, but has shed a lustre upon her career, and imparted a moral dignity to her character, which command the respect and confidence of the world. It is fitting, then, that in an official survey of the administration of the affairs of her metropolis, I should commence with the subject of its Public Schools.

There are now in the City, sustained at the public charge 197 schools, with 20,000 pupils in attendance. There has been paid from the City Treasury, during the last year on account of these schools, for instruction, the sum of \$176,930; for repairs, fuel, and other expenses of

school houses, \$57,695; for new school houses 99,489,—the aggregate amounting to \$334,114. Besides the children educated at the public expense, there are about two thousand pupils in attendance upon private seminaries. I have reason to believe that the public schools, in general, were never in a more satisfactory state than at the present time; and that the committees having them in charge, during the past year, have faithfully and efficiently performed their duties. But I cannot overlook the fact that one of these committees (that having direction of the Primary Schools) is constituted in a way, which is entirely anomalous to the genius of our institutions,—although the members themselves are deservedly held in grateful respect by the people, for their services. This Board, which consists of about one hundred and seventy individuals (one to each school,) having charge of more than half the public pupils, and of the expenditure of a very great amount of the public moneys, is not chosen by the people, nor by the City Government. Its vacancies, as they occur, are filled by the remaining members, in the manner of close corporations,—the people over whose affairs they exercise such an important control, having no voice in the matter, whatsoever. The principle is utterly wrong, and of course, sooner or later, will be productive of practical evil. The body itself, as the schools have increased in number, has already become inconveniently large for mutual consultation, and advantageous co-operation. There is no good reason why so important a Board, (which is not even recognized in our Charter) should not derive its power from, and be

responsible to, the people, in the same manner as the Committee having charge of the Grammar Schools,—and I recommend the adoption of such measures as shall remedy the defect.

The City Penitentiary, the House of Reformation, and the Institutions for the relief and support of the insane and destitute, have been conducted in a satisfactory manner, with due regard to a wise economy. A large portion of the paupers, including most of those recently arrived from abroad, or infected by contagious disease, are stationed upon Deer Island. The present accommodations at that place are inadequate to their purpose, both in plan and extent ; and they are peculiarly liable to sudden and total destruction by fire. It has been judged necessary, therefore, to commence the construction of an edifice upon the island, capable of containing 1,400 inmates. Foreign paupers are rapidly accumulating on our hands. Since the authority of the Commonwealth to impose a capitation tax was overruled, the very almshouses of Europe would seem, in some cases, to have transferred their inmates directly to our own. Numbers of helpless beings, including imbeciles in both body and mind,—the aged, the blind, the paralytic, and the lunatic, have been landed from immigrant vessels, to become instantly, and permanently a charge upon our public charities.

The construction of the New Jail is in steady progress, and it will probably be completed within about a year from the present time. The plans have been so altered, since I last spoke in this place upon the subject, as to

reduce very essentially the amount of the expense which was then anticipated ; although I still fear that the edifice will prove to be the most costly building, ever erected by the City.

At the rate with which violence and crime have recently increased, our jails, like our almshouses, however capacious, will be scarcely adequate to the imperious requirements of society. This is a subject of momentous interest to the community, and I hope I may be pardoned in alluding, though in a cursory manner, to what appear to me to be among the prominent causes of the great augmentation of criminal offences, both in regard to number and atrocity. These causes are in substance,—the increase of the intemperate use of intoxicating liquors ; the unwillingness of juries to convict culprits, although guilt be ever so apparent ; the leniency of judicial sentences ; the facility of procuring pardons ; and that morbid philanthropy, which practically prefers the escape of the offender to the security of the innocent. The first of these causes furnishes excitement to crime ; and the others have diminished the probability, and mitigated the terrors of punishment. In fact the majesty of the law was never held in so little reverence, or fear, by the evil-disposed of its subjects, as at the present time. As for intemperance, I presume that the Grand Jury of Suffolk have rightly expressed the opinion of the main body of our constituents, viz: that the entire interdiction of the sale of ardent spirits, however beneficial its effects may be in small communities, is wholly inoperative for good in a great City ; the number of dram-shops, and

their consequent evils, having greatly increased under the prohibitory system.

Our juries have become particularly scrupulous of late years ; especially if the offence be of a very grave character. Should no technical flaw, in the preliminary proceedings, open the dock to the exulting prisoner before the hearing of evidence, he has good reason to hope that some plea of partial insanity, somnambulism, or the like, will screen him at the hands of the jury. If his expectations in this respect fail, he looks with confidence to the mildest sentence which the law permits, followed by a remission of punishment at an early day. It is ascertained that the length of the periods for which convicts are now sentenced to imprisonment, does not average much more than half the duration of similar punishments as appointed by our Courts a few years since ; and it is well known to our police that many of the most atrocious offences recently planned or committed in the City and State, have been the work of pardoned criminals. But worse than all, (inasmuch as it is, to a great degree, the indirect cause of this state of things,) is the misplaced sympathy of a very zealous and active class, who are never weary of endeavoring to shield the malefactor from the proper consequence of his crimes. In one way or other, by manufacturing public opinion (as the phrase is,) by looking up convenient evidence, by securing ingenious legal talent, by obtaining bail in some cases, or its reduction in others, by an importunity which knows no denial, they are too often successful in their efforts. In any event, much mischief

is done to the moral tone of society, by making unquestionable criminals the subjects of flattering concern, and lavishing upon them marks of officious and unmerited regard. Crime loses much of its revolting character in the eyes of the ignorant and tempted, when they perceive that its perpetrators rarely want for extenuating apology and solicitous care, on the part of the reputable and worthy.

The Fire Department has been active and efficient, during the year. The wisdom of employing selected and paid members, instead of the former volunteer system, (still in use in the other great cities of our land,) has been amply illustrated by experience. Our fires are promptly extinguished, without unnecessary noise, or injury to neighboring property; and riots, or conflicts between the several companies, are unknown. Indeed, there is no class of our citizens who more deservedly enjoy the respect and confidence of the public, than the members of this department. The establishment of hydrants, furnishing an instant and inexhaustible supply of water, capable of rising by its own force higher than the roof of nearly every building in the City, has already enabled us to dispense with several engines and their companies. Arrangements are still in progress, in consequence of such advantages, which will, ere long, cause an annual saving to the city of at least one half the present ordinary yearly expenditure in this branch of service.

The streets and sewers have been kept in uncommonly good order by the vigilant and faithful officers

having them in charge. The cost of paving has necessarily been very great, amounting to \$160,000—the sum expended for that object being about the same as in the preceding year. This large expenditure is principally owing to the disarrangement of the streets, occasioned by laying the water pipes. No pavements, however, can be of long duration, where such excessive weights are borne upon wheels, as is too often and peculiarly the case in our City.

The mortality of the City, during the last twelve months, exceeded that of any previous year in its history,—the number amounting to 5,080. This was mainly owing to the ravages of a disease, whose cause is as mysterious as its course,—the Cholera, with the kindred maladies which ever constitute the suite of that great minister of Death, having occasioned about one-fifth part of the whole mortality. Its triumphs were principally limited to immigrants, to the imprudent, and to the inhabitants of insalubrious precincts. It therefore soon lost much of its terror for the great body of our citizens; and the enforcement of stringent sanitary measures, was, under the blessing of Divine Providence, crowned with early and signal success. The cholera hospital was admirably conducted,—for which, especial praise is due to the City Physician, and the Alderman at the head of the Committee on Internal Health. It was the means of mitigating much suffering and saving many lives. The last City Council had under consideration the expediency of continuing the establishment (the building belonging to the

City,) for the benefit of the respectable poor, suffering from other diseases than cholera. They referred the matter to your consideration; which I hope it will receive at an early day. It is my sincere conviction that we need a City institution of the kind. It would, if judiciously administered, be promotive not merely of the cause of enlightened humanity, but of the true economical interests of Boston.

In this connection, I would again call the attention of the City Council to the necessity of making early and adequate provision, beyond the boundaries of the City, for the burial of the dead. Every one of our cemeteries is already full, to an extent which, in a greater or less degree, is prejudicial to the public health. Indeed, during the prevalence of the epidemic, it became necessary to disuse several of our burial grounds, not merely on account of offensive exhalations, but for want of actual space for additional interments. This state of things is discreditable to Boston, and is inconsistent with a due regard to the safety of its citizens. It may easily be remedied, without involving any very large expenditure.

The Public Lands of the City in the 11th and 12th Wards have, during the year, been greatly improved, by grading and draining. The flats on the South Bay have been filled up to a considerable extent, under a contract entered into some years since for that purpose;—a very costly concern, requiring an appropriation of \$100,000, during this single financial year. The lands as a whole, are in a better condition than they have ever been, to induce the favor of purchasers, whenever the situation of

the monetary affairs of the community shall invite investments in real estate.

Considerable discussion has recently taken place in the community, concerning the expediency or otherwise, of selling the tract of land west of Charles street, called (by a sort of misnomer) the "public garden." It should either be put into a state which would vindicate a claim to its appellation, or it should be sold. Its proceeds, even in the present state of money matters, would go far towards extinguishing the debt of the City, (irrespective of the water loans.) The conditions of sale, in respect to squares, width and direction of streets, and uniformity of building, might be such as to secure the creation of a beautiful quarter of the City, furnishing a large amount of taxable property,—without essentially affecting the advantages of the neighboring common, in regard to prospect, or air. I do not doubt the power of the City Council to make what disposition they may see fit, of this part of the public domain. But there are many of our most respectable citizens, who entertain scruples upon this point, and believe that they can show the inexpediency of the sale. Out of regard to their feelings and opinions, therefore, I should not be willing to sanction such a disposal of the tract, without first submitting the subject to the consideration and decision of a general meeting of the citizens, legally called.

The Police and Watch Departments have been satisfactorily conducted. Crimes have indeed been committed, in spite of their vigilance, and the perpetrators have escaped detection. But, when it is considered that the

Police force, proper, does not exceed fifty in number, and that the beat of each watchman, when on duty, averages nearly a mile of streets, lanes and courts, these departments are entitled to great credit, for accomplishing so much as they actually have done for the conservation of the peace. Doubtless an enlargement of the number of men would conduce considerably to the security of person and property. But the expense of the two departments is already very great, amounting during the last year to \$113,000. Unless, therefore, the people are willing to add essentially to their burthen of taxation, they must be content with the degree of protection which is now afforded, increased by such improvement in organization and discipline, as the subject may admit. Such an improvement, in my opinion, would result from a union of the two departments under a single head. They are now entirely distinct from each other, and consequently are wanting in some advantages which would result from complete unity of arrangement and action. I commend the subject to the special attention of the City Council.

I congratulate you and our fellow citizens on the near completion of the Water Works. With the exception of supplying the residents of East Boston (which was not contemplated by the original design) the entire system of works for the introduction of pure water into the City, and for distributing it to every dwelling and workshop, is now completed. The manner in which this great undertaking was begun and carried on to successful issue, reflects the highest credit upon the late Board of Commis-

sioners, whose names are honorably and inseparably connected with the history of Boston. The work has been accomplished at a heavy cost; and by contracting a debt which demands that wise and effectual provision be made for its gradual extinction, so that it may not become a perpetual burden upon the City. But the magnitude of the construction is not, like some other public improvements, to be measured chiefly by its cost. Its extent and power of usefulness is brought home, not to the imagination only, but to the senses of every citizen. Its benefits are already introduced into the family economy of very many households, in a manner to increase the comforts of our people, to promote their health, to lighten their domestic labors, and to give security to their dwellings. In looking at the works in a financial point of view, we must weigh against the cost of them, not merely the advantages of comfort and health, but the important saving in the Fire Department to which I have alluded, and the greatly increased saleable value of large tracts of our public lands, which have been hitherto destitute of a supply of pure water. The number of persons who have applied for the admission of the water upon their premises, is nearly twelve thousand, and the demand is steadily increasing.

Although the season, as a whole, was one of unusual dryness, the supply of Lake Cochituate was more than threefold the quantity required for use, and fully equal to the estimates which were made of any future demands, which the Lake was expected to meet.

The entire expenditure upon the Water Works, to the

present time, amounts to \$4,039,826 exclusive of interest, &c. The cost of carrying the water to East Boston and distributing the same, including the construction of the reservoir in that section of the City, will probably amount to \$500,000 making the aggregate cost of all the works, when entirely completed, about \$4,540,000.

The City Debt, exclusive of that contracted for water, amounted on the 31st day of December to \$1,623,863. It is estimated by the Auditor that the debt, even if no unanticipated expenditure shall be authorized, will amount, at the close of the financial year, (30th of April,) to the sum of \$1,726,803. To meet this sum we have bonds and mortgages, \$242,000; balance to credit of Committee on reduction of Debt, \$28,000; City Wharf, valued at \$600,000—all amounting to \$770,000: besides the Market, (yielding over \$30,000 per annum,) many other public buildings, the Public Garden, and nearly ten millions of feet of upland and flats, in the 11th and 12th Wards. The specific appropriations for the current financial year, were \$1,415,600. The Auditor estimates that the total amount of expenditures for the year will not be less than \$1,729,300. The increase is caused mainly by appropriations,—for filling up the Flats, (of which I have already spoken,) \$100,000; for carrying on construction of new Jail, \$123,000; and for additional paving, \$70,000. The City tax assessed for the year was \$1,174,715.

The expenses, the taxes, and the debt of the City have all increased within a few years, out of proportion to the growth and means of the City. I have reason to believe

that there is no other City in the world, (certainly not in our country) the affairs of which, in proportion to its size, are administered at so great an expense as our own. The current annual expenditures of the City of New York, with more than three times our population, do not more than double those of Boston, (leaving out of view their respective water accounts) A recent financial statement (emanating from a most respected source) has correctly represented the *rate* of assessment in New York as being much higher than ours. But the valuation of that city (based upon a system like our former one), is not supposed to exceed half its actual wealth, while our own valuation is intended to approximate the true amount of property. The tax of New York also covers provisions for a State assessment, and the interest on the water debt. We have no State tax, and the interest on the cost of our water works has thus far been met by loans. The financial operations of our City Council exceed in magnitude those of most of the State Governments. The annual appropriations of the Legislature of this Commonwealth are not more than one third of those authorized by the Government of its metropolis.

The complaints, upon this subject, are deep and loud from all classes of our constituents; and we cannot be deaf, nor inattentive, to their exhortations to rigid economy, in the management of their means entrusted to our care. It is imperatively our duty to cut off every expense which is not absolutely necessary for the honor or interest of Boston, and to do, in all things, as is done

in domestic economy,—consider not what we would like, but what we can afford.

The widening and extending of our old Streets, and the opening of new ones, without essentially benefiting any persons (in many cases) excepting petitioners and abutters, has proved a most prolific source of expense, and financial embarrassment. Under this head, more than \$1,600,000 have been expended since the organization of the City in 1822,—nearly equalling the whole amount of the City debt. I recommend that no more opening of new avenues, nor extending or widening of old ones, be authorized, until we can obtain some legislative enactment, by means of which the individuals benefited shall be obliged to assume their full share of the expense. The same enactment might contain a most desirable improvement of our charter, viz: a concurrent jurisdiction of the Common Council in all matters concerning expenditures for streets,—the Board of Aldermen, as the law now stands, having exclusive and uncontrolled power to lay out and widen “highways.” That Board itself should also be enlarged so as to consist of an Alderman from every Ward. A more equal and complete representation would thereby be effected, and the burden of public business be less onerous upon the executive branch of the City Government.

In conclusion, I proffer to you my cordial and active co-operation in all such measures as shall tend to promote the welfare and happiness of the people of Boston.

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INAUGURAL ADDRESS

TO THE

ALDERMEN AND COMMON COUNCIL

BY

JOHN PRESCOTT BIGELOW,

MAYOR OF THE CITY OF BOSTON.

JANUARY 6, 1851.

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BOSTON:

1851.

J. H. EASTBURN, CITY PRINTER.

MAYOR'S ADDRESS.

Gentlemen of the Board of Aldermen and of the Common Council.

GRATEFUL for renewed indications of confidence on the part of a generous people, I again assume the functions of office; and solemnly pledge whatever abilities I may possess to the zealous, the diligent, and the faithful performance of the duties devolved upon me by the suffrages of my fellow-citizens.

During the year, which has just passed away, our beloved City has been blessed with health to a remarkable degree, has been exempt from extraordinary calamities, and its population and general prosperity have steadily increased. Its valuation, as recently rated by the Commonwealth, amounts to *two hundred and fourteen millions of dollars*; and its population, by census, is but little short of one hundred and forty thousand of inhabitants,—without including great numbers of persons who have their places of business within our borders, and their legal residences in other places. The cities and towns, which constitute our business neighborhood, have an aggregate

population as large as that of the metropolis, and in connection therewith constitute a community unexcelled for industrious thrift, and social privileges and institutions. These blessings being the result directly, or indirectly, of the system of popular education founded by our fathers, it is proper that our schools should have precedence in an official survey of the municipal affairs of Boston.

There are at this time in attendance upon our public schools nearly 21,000 pupils. The whole number of these schools, (viz: the Primary, Grammar, English High and Latin Schools) is two hundred. Within the year there has been expended from the City Treasury, for instruction, \$182,000; for repairs, fuel and other incidental expenses of school houses \$56,500; for new school houses \$56,000,—the aggregate amounting to \$294,500. The public schools, in general, are in a highly satisfactory condition, and the Committees having them in charge have been diligently faithful to their responsible trusts. With all the excellence of our system of instruction, I think it has an important failing in the endeavor to accomplish too much,—especially when I consider the limited time during which our youth can have the benefit of the schools. A less number of studies, carefully reserving those having the most important practical bearing upon mental improvement, would secure the great ends of popular education better than ambitious endeavors to teach almost every thing. These, in too many cases, result in an imperfect acquaintance, on the part of the pupil, with those branches which are most essential to his progress and happiness in life.

Our various institutions for the punishment and reformation of criminal delinquents, together with those for the relief of the destitute and insane, have been conducted by the several boards and officers having them in charge, in a most faithful and satisfactory manner. The burden imposed upon our fellow-citizens by these establishments is very great: but from careful inquiry I am satisfied that the expense of sustaining them cannot be essentially retrenched, with proper regard to the purposes for which they were instituted. Crime and pauperism have more than kept pace with the progress of the City in wealth and population. The comparatively easy enforcement of the license laws in the smaller communities of the State, tends to accumulate upon the metropolis (as occasional or permanent residents) an undue proportion of the depraved and licentious of American origin; and our maritime position insures us a constant influx of the wretched and destitute of other lands,

There are at this time in our jail, and houses of correction and reformation 573 individuals confined for offences against the laws. There are 204 patients in our hospital for the insane, and 1,254 paupers in the almshouses at South Boston and Deer Island. During the year, "out-door relief" amounting to \$18,600, has been extended by the Overseers of the Poor to a great number of distressed persons. The cost of this relief, and support of prisoners, lunatics, and paupers during the year, including all expenses of carrying on the several establishments amounts to \$179,000. These expenses do not include the cost of the new edifices. In offset

to the foregoing amount, the City has received, or is entitled to, from the Commonwealth, on account of State paupers and lunatics, \$36,000. Of the inmates of our almshouses and lunatic hospital, a great majority are natives of other countries. Many of this class, including imbeciles both in body and mind, were paupers in the country whence they came, and nearly all were utterly destitute upon their arrival here. The immigration of such as these, is a flagrant abuse of the hospitalities of a nation which welcomes to its shores the honest and industrious of every land, who are capable of sustaining a proportionate share in developing the resources, and promoting the welfare, of their adopted country. An abuse so injurious to the interests of the Republic, and bearing with such peculiar hardship upon the Atlantic cities, calls urgently for the corrective interference of the General Government. I recommend that it be made the subject of a respectful memorial on the part of the City Council to the National Congress.

The new almshouse upon Deer Island is nearly completed. It is built in a plain and substantial manner, being indestructible by fire—a calamity which is a constant subject of apprehension in reference to the edifices now in use upon that island. Its cost amounts to about \$150,000, and it is capable of containing two thousand inmates. I am of opinion that it will be found expedient to remove to this edifice, when finished, all the inmates of the House of Industry (at South Boston.) Advantages will doubtless result, both in regard to economy

and simplicity of administration, by concentrating all that class of unfortunates within a single establishment.

The new Jail is nearly completed. It is well known that (on first entering upon the duties of this office,) I endeavored to obtain authority to rescind the contracts which had been entered into for the construction of the edifice in question, upon payment of an adequate consideration to the contractors. It was, and is, my belief that the old jail might, at a small comparative expense, have been so modified, as to answer all reasonable purposes of such an institution. My colleagues in office determined otherwise, after making alterations in the plan which greatly reduced the estimates of the expense of the structure. The actual cost, including that of the land purchased on account of the jail, will amount to about \$450,000. The building has been constructed in a most faithful manner, comprises many supposed improvements in matters appertaining to prison discipline, and constitutes one of the principal architectural ornaments of the City.

The Streets have been kept in as good order, as is consistent with their frequent disarrangement by the laying or repairing of pipes for gas, water and drains. The expense of the street department, including a large quantity of new paving, has amounted to \$143,000.

Considerable improvement has been made in the lighting of the streets during the year. Gas has been substituted for oil in the street lamps in many cases, including

the whole of that portion of Washington street (a mile in extent,) between Dover street and Roxbury. The whole number of street lamps now in the City, is 2202, of which, the number of gas lamps is 959. The expense of lighting the City during the year, has been \$64,000 including \$7,300 for new gas lamps and fixtures. Great improvements and additions have been made in the sewerage of the City ; the total expense amounting to \$43,000.

The Bills of Mortality have fallen far below those of the preceding year, the deaths amounting to 3,667. In the year 1849, the number was 5,079, the difference being mainly attributable to the Cholera prevailing in that year, from which disease we have since been happily exempt. In previous addresses to the City Council I have urged the expediency of providing suitable accommodations for the burial of our dead, outside of our municipal boundaries. I have the satisfaction of saying, that during the year, private enterprise has, in a great measure, remedied the wants of our community in this respect, by the establishment of extensive and well-located cemeteries, in the neighboring towns of Malden and Dorchester. In these cemeteries, eligible lots may be purchased at rates within the means of almost every citizen, who is not dependent upon charity. The City also owns a tract of land in its vicinity, which can be converted into a "Potter's Field," whenever such a disposal of it shall be deemed necessary.

The Fire Department continues to be active and efficient. Occasional disorderly conduct on the part of individual members, (although promptly rebuked, or punished by discharge,) have excited severe animadversion in some quarters; and fears have been expressed of the general soundness of its condition. These apprehensions, in my opinion, have no adequate foundation. Neither the department in question, nor any other large body of men, should be held answerable for the delinquencies of individual members. The department is composed of selected persons of full age, of undoubted respectability of character at the time of appointment, and receiving adequate compensation for their services. I believe that a very great majority of them feel as much interest in the good name and welfare of the City, as any other portion of our people. Subordination is, of course, indispensable to the usefulness of such a department, and whenever occasion requires, I shall cause it to be enforced accordingly. The department consists of 14 engine, 4 hose, and 3 hook and ladder companies, the whole (including engineers, &c.,) constituting a force of 625 men. There are 980 hydrants, so located and arranged throughout the City, as to furnish in every quarter, when necessary, an instant and inexhaustible supply of water for the extinguishment of fires. The payments from the Treasury on account of the department during the year, have amounted to about \$60,000, and it has been called out for fires or alarms, 304 times.

The Police Department, including the night watch, has, in the main, been active and faithful in the discharge of its duties, and has accomplished as much as could reasonably be expected, from its paucity of numbers, and defective system of organization. Although the beat of each watchman when on duty averages nearly a mile of streets, lanes, and courts ; and the police force, proper, consists of but fifty-one individuals ; the expense of the two branches for the year, has amounted to \$122,000. Any considerable increase of the number of persons in these branches, would involve a degree of additional expense, which would add seriously to the weight of taxation. Great advantages, however, I believe, would result from a reorganization of the whole department under a single head ; with modifications similar to those suggested in an able report on the subject, recently submitted to the City Council.

During the year, a most desirable and important work has been accomplished, by the revision of the Ordinances of the City, and combining their provisions in a clear, compact, and intelligible form. These, together with a digest of all Legislative enactments relating specially to Boston, have been printed, and published in a single volume. Our fellow-citizens therefore, are now able to ascertain, with tolerable certainty, the actual requirements and prohibitions of our by-laws, without the necessity of searching a variety of books, pamphlets and manuscripts. The revision and compilation under the direction of a

joint committee, were performed by the City Solicitor, and reflect great credit upon that able jurist.

Considerable progress has been made within the year, towards forming a Free City Library. Donations of funds and books have been received, to an extent which have already secured a respectable foundation for an institution, the serious want of which is generally acknowledged. I commend the subject to your favorable consideration, and trust that an appropriation will be made, worthy of a project which has an auspicious bearing, prospectively, upon the moral and intellectual character of the people of Boston. As the result of such an example on your part, I anticipate many and valuable contributions for the purpose in view, at the hands of public spirited citizens.

The City Lands, on the Neck, have begun to be an important source of municipal revenue. Great progress has been made by grading, draining, &c., towards getting them into a more inviting condition for the investment of private capital. The ready disposal of lots recently offered at auction, to the value of over \$300,000, and the constant application for purchases at private sale, at good prices, are of the most cheering augury to the financial interests of the City.

In my last Inaugural Address, speaking of the Public Garden, so called, I made use of the following language: "it should either be put into a state which would vindi-

cate a claim to its appellation, or it should be sold." The public press, with hardly an exception in its columns, took strong ground against selling the tract of land in question, and seemed (for aught that I could ascertain to the contrary) to be a correct exponent of the present state of popular opinion on this important subject. At any rate it is sufficiently clear, that the sale (although I still believe it to be entirely within the competency of the City Council,) would cause discontent and unhappiness to a very large number of tax paying citizens, of all classes. This, I consider, would at any time, be a sufficient objection to such an important measure, unless the financial exigencies of the City were much greater than they are at present. I therefore recommend the alternative which I suggested in my last address, viz: to put the tract in question into a condition creditable to the appearance of the City, and in keeping with the beauty of the neighboring Common. I advise a sufficient appropriation for this purpose.

I congratulate you upon the very gratifying fact, that every section of the City is now supplied with Pure Water. The aqueduct to East Boston, has been completed in a most skilful and substantial manner, and the distribution pipes now connect with the dwellings and work shops of that thriving place. The expense of the aqueduct, extending more than three miles in length, and crossing three wide estuaries, has been \$140,000, that of the reservoir on Eagle Hill \$60,000, and that of the distribution \$113,000; the whole amounting to \$313,000,

(including cost of land) and being about \$140,000 less than the original estimate.

The whole cost of the Cochituate Waterworks to the present time, (including those just alluded to) amounts to \$4,321,000, not including interest on loans. The actual debt for this object is about \$5,000,000, a part of which is at five per cent. interest. The aggregate length of streets, lanes, and courts, through which the main and distribution pipes are laid, exceeds 96 miles. There are at this time 13,463 takers of the water. The income during the twelve months, has been about \$100,000, and under the new rates will probably amount to \$175,000 for the current year—leaving a balance of interest on the water loan of about \$90,000, unprovided for. This balance I trust, will be defrayed by the annual tax, as I do not suppose it will be your policy to permit the debt to accumulate. Great and onerous as has been the cost of the introduction and distribution of water, I cannot think that any citizen would consent to relinquish the blessings resulting from the undertaking, for a remuneration of the expense incurred.

The City Debt exclusive of that contracted for water amounted on the 1st instant to \$1,756,000, the same being nominally greater than it was a year since by the sum of \$133,000. By the recent sale however of a portion of the neck lands, already alluded to, the City has come into possession of available securities, bearing interest, to an amount which exceeds the increase of the debt by nearly \$200,000. Of available means, to meet the debt,

we have bonds, mortgages, &c., to the amount of \$465,000 and the City Wharf valued at \$500,000; to say nothing of the Market and Old State House (jointly yielding, under the new leases, about \$46,000 per annum,) and nearly ten millions of feet of uplands and flats in the 11th and 12th wards. The total expenditures from the City Treasury during the recent municipal year (exclusive of those on account of the water works) have amounted to \$1,940,000, of which sum \$1,373,000 have been paid for ordinary purposes; \$230,000 on account of City debt; and \$356,000 on account of filling up South Bay and for carrying on construction of almshouse and jail.

As taxable property is rapidly accumulating in our midst, and as we now have a right to anticipate large annual receipts from sales of lands, I see no reason to doubt that the City debt (proper) may be easily and entirely extinguished within a very few years. To conduce to an event so desirable, it behoves us to enter upon no new project involving great expense, and to administer the finances of the City with all the economy which is consistent with its interest and honor.

Gentlemen,—We are charged with duties which affect the immediate comfort and welfare of the great family under our civic guardianship, far more sensibly than the action of the State or National Governments. It is imperatively incumbent upon us to be true in all things to the responsibilities we have voluntarily assumed. We owe it to the memory of our fathers to be faithful to the

great trusts committed to our care in this, the metropolis of their pride and love. Our brethren look to us with mingled feelings of watchfulness and confidence,—bidding us “be just and fear not.” Over us is that great Ruler, who will surely hold us to account, for official, no less than personal, fidelity.

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1853.

INAUGURAL ADDRESS

TO THE

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ALDERMEN AND COMMON COUNCIL

BY

BENJAMIN SEAVER,

MAYOR OF THE CITY OF BOSTON.

JANUARY 3, 1853.



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A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

It is my duty to communicate to you all the information in my power, in relation to the prominent interests of our City, I shall therefore proceed to do this in as brief a manner as possible. First, the

FINANCES.

The amount of the City Debt, on the 1st of May last, (the commencement of the present financial year,) was	\$1,901,456.44
There has been paid off, up to January 1, 1853,	154,946.05
	<hr/>
	\$1,746,510.39

To which is to be added loans authorized for	
Public Lands, rebuilding Boylston School	
House, Paving Department, &c.,	- - - 173,150.00
	<hr/>
	\$1,919,660.39

Less to be paid off, between this and 1st of May	
next, - - - - -	225,093.39
	<hr/>
	\$1,694,567.00

To which is to be added, to pay off the last item of \$225,093.39, a new loan for the deficiency in the means specifically appropriated for this object, say	- - - - -	135,443.00
Making the total amount of debt 1st May, 1853,		\$1,830,000.00
Being a nominal reduction of	- - - - -	71,456.64
		\$1,901,456.44

Say One Million, Nine Hundred and One Thousand, Four Hundred and fifty-six dollars and forty-four cents.

This reduction will be lessened in consequence of some additional wants for Paving, Sewers, &c., before the close of the current year (1st May) to the extent, of, say \$50,000, leaving a *real* reduction of the debt, at the close of the present financial year, of 21,000 Dollars. To meet the above debt there is on hand, specially appropriated for that object, *Bonds, Notes and Mortgages*, amounting to \$1,007,689.27. One Million and Seven Thousand, Six Hundred and Eighty-nine Dollars and Twenty-seven cents, beside all the *Public Lands and other disposable property of the City*.

The cost of the Cochituate Water Works, including interest to the 1st of May next, will amount at that time to, say \$5,385,587.89, Five Million, Three Hundred and Eighty-five Thousand, Five Hundred and Eighty-seven Dollars and Eighty-nine cents, as will appear on reference to a report of the Committee on Finance, recently presented to the City Council. During the last year a favorable loan to the extent of £400,000 sterling has been made for the balance of the temporary water debt at 4½ per cent. per annum,

payable in Twenty Years in London, payment for which has been arranged at an exchange of 10½ per cent. premium. Provision has thus been made for all the pecuniary wants of the City during the next financial year, and the Treasurer will have the means of anticipating a considerable portion of the permanent debt, if opportunity to do this should occur. It is with great satisfaction that I am permitted to say that the finances of the City were never in a better condition, and that its debt need give no anxiety whatever—the means for its extinction being ample.

It will probably be expedient to include in the tax to be assessed on the 1st of May next, the whole or a part of the deficiency of income from the Water Works, to pay the interest on the cost and for their extension and incidental expenses of carrying them on, which will amount in the next year to about \$120,000, say One Hundred and Twenty Thousand Dollars, the former being estimated at 190,000 Dollars, and the latter at 270,000 Dollars.* Against this should be placed, all the water used in our School Houses and other Public Buildings, Fire Hydrants, Fountains, &c., for which no estimate is made. The value of this to the City is far greater than the estimated deficiency. The income from the Works is annually increasing, and a reasonable hope may be entertained that it will soon be fully adequate to meet the interest on the debt.

* The estimated interest on the debt being 270,000 dollars, and cost of extension and incidental expenses 40,000, = 310,000 less income 190,000, leaves a deficiency of 120,000 dollars.

The activity in business which has happily prevailed during the past year, has led to some unexpected increase in our current expenditures, particularly at South and East Boston, by the acceptance, grading, and repairs of streets and public squares, but the growth of business in those places fully justifies these expenditures. The City will, ere long, realize a great addition to its taxable property by the highly honorable and advantageous enterprise, which prevails among the citizens in those sections. No proper expenditure should be withheld for the improvement of those important arms of the City.

PUBLIC LANDS.

The Public Lands upon the "Neck" belonging to the City of Boston, have always been considered an available resource for the extinguishment of the City Debt.

The estimated value of this property has varied at different periods and will continue, during seasons when speculation is rife, or depression paralyzes the business interests of the community, while much of it remains unimproved, to be subject to the fluctuations, incident to real estate without income.

It should be the aim of that department of the City Government to which this important trust is committed, to systematize, and adopt such plans, having reference to the laying out and embellishment of the streets and squares, and the style and character of the buildings to be erected in the different locations, as

will render the several portions of this territory desirable for those purposes to which they are adapted.

The importance of regulating the sale of Lands with the view of securing their improvement by a reduction in price in favor of builders, similar to that made by the Committee on Public Lands during a few years past, is now beginning to manifest itself on, and near, *Chester Square*, as well as in the vicinity of *Union Park*. It would seem important that this policy should be continued till the quantity of unimproved City Lands is much decreased, as the advantages to be obtained are two-fold. *First*, by effecting the sale of the Lands, and *Second*, by securing the residence within the limits of the City of those of our citizens who might otherwise become residents of adjoining towns.

The City owns between Harrison Avenue and Tremont Street, say one million four hundred and seventy-two thousand three hundred and forty square feet of Land, which is mostly divided into lots, all of which has been prepared, and is *immediately* available for building purposes. These lots, owing to the recent improvements in that vicinity, present favorable inducements to builders.

In addition to the above the City owns in South Bay, Southeast of Harrison Avenue: Building Lots, two thirds of which have been filled to a high grade, - - - 1,582,585 square feet. Wharf Lots, a small part of which have

been filled,	- - - - -	456,660	"	"
Docks,	- - - - -	106,020	"	"
Reserved lots filled up,	- - - - -	45,120	"	"
		2,190,385	square feet.	

Also, Northwest of Tremont Street, Land that the Water Power Company, holds the right to flow,	-	340,500 square feet.
Unencumbered Lots, -	-	731,093 " "
Reserved Lots, -	-	30,841 " "
<hr/>		
1,102,434 square feet.		

Nearly two-thirds of which will require filling up to make it suitable for building purposes.

Making a total of - - - - - 3,292,819 square feet.
Total amount of all the unsold Neck

Land, - - - - - 4,775,159 square feet.

The large tract situated outside of Harrison Avenue, embracing nearly *sixty-eight acres*, has been reclaimed from a stagnant marsh, by filling with gravel, under the contract with Mr. William Evans commenced in April, 1848, which will be soon sufficiently completed to be available for wharves and such mechanical purposes, for which this territory, from its location, is so well adapted.

The City owns a strip of land lying *Northwest of the Tremont Road*, which should receive the careful attention of those intrusted with its management, with the view of exerting such influences as may be necessary to secure the laying out of regular and uniform streets, and public grounds, over the whole of that area known as the *Back Bay Lands*, which are destined at some future time, to be occupied for dwelling houses and other purposes in common with the "Neck Lands."

The necessity of requiring the *grade* of all streets throughout that section to be of a height sufficient to secure good drainage, and ample protection from tide water in any event, cannot be over estimated.

For the purpose of ensuring the success of any well conceived system for the management and sale of this large public interest, embracing not only the "Neck Lands," but those at South Boston, surrounding the various City Institutions, as well as some smaller lots in other parts of the City, it must be apparent to those who give the subject the attention its importance demands, that its managers should not be too frequently changed.

The power of sale, as well as the general authority over the lands is now, by an ordinance of the City, vested in a *Joint Committee of the City Council*, which is liable, owing to the frequent changes of its members,* to be constituted in such manner as would fail to combine much experience in its affairs and purposes and who must learn its details in addition to other duties, in the public service, perhaps to be superseded at the end of a year by others, with the same want of practical information on this subject.

To remedy this evil, which will suggest itself to every mind of business capacity, it would seem desirable to organize a Board of *Land Commissioners*, to consist of one or more of the members of each branch of the City Council, with five or seven members to be elected by the City Government from among the citizens at large.

This plan exists in the *Water Board*, and is believed to be of great practical utility in securing the continu-

* But one member of the Committee of 1851, was re-elected and but *two* of that of 1852, will be members of the City Council of 1853,

ance of a considerable portion of the Board from year to year, and thereby gaining the advantage of their experience in the management of the important interests connected with that department.

The Board of Visitors to the Lunatic Hospital is organized on this basis, and its successful management attests to the efficiency of the system.

The Board of Directors of the House of Correction has, under a late Act of the Legislature, been organized on this plan.

If it were deemed expedient to provide for rotation in office in this Board, it might be done as provided for in the 1st section of the Ordinance concerning the Water Board, which renders its members ineligible for more than five consecutive years.

It is believed that a degree of permanency in the policy likely to emanate from a Board who are retained in office long enough to be conversant with the details of their duties, would be highly advantageous to purchasers and builders, as well as to the City. And a result of the disposition of this property, would, I believe, be to realize a sum sufficient to *extinguish*, or *materially reduce*, the City debt.

Another of the advantages (before referred to) of the highest importance to the future welfare of those who are destined to occupy the Back Bay Lands, would be, in engaging the attention of this Board to the subject of laying out those lands so as to provide, in the first place, for a *grade* of sufficient height above the marsh level, to guard against imperfect drainage,

and then to secure regular and uniform streets, with sufficient *Public Grounds* to render this territory desirable for residences.*

By proper management on the part of those who shall have sufficient time while in office, to unite with the other owners of those vacant lands in some well digested plan, having these objects in view, a result may be attained of great importance to the City, and the character, as well as the health of a large population, may be determined by the results of their efforts.

The Committee of the past year on Public Lands, have prepared a full report of all the receipts and expenditures for this department, together with all that has been done from April, 1846, to January, 1853. This Report will show that the Committee have had arduous labors to perform, and that they have conducted them with much discretion and good judgment.

COCHITUATE WATER WORKS.

The Cochituate Water Board in their last Annual Report, and also on various other occasions the past year, have called the attention of the City Council to a subject which possesses as deep an interest to every water taker and tax payer in the City, as any which ever requires the action or notice of the Government; and that is, the *reckless*, and, I regret to say, *continually*

* For a full statement of the evils growing out of building upon a territory situated similar to the above, see an able report by Alderman Rogers and Messrs. Chesbrough and Parrott, in City Document, No 14, 1850, pp. 6 and 7.

increasing wastefulness in the use of the water, which seems to prevail almost universally. When the City adopted the plan of introducing a supply of water from Lake Cochituate, it was assumed, as sufficiently proved by the experience of other places, *that 28½ or at the most 30 gallons a day* for each inhabitant, would be ample for all *the public, domestic and manufacturing purposes* of the community, and therefore that seven and one quarter million gallons a day would not be probably required until the population amounted to two hundred and fifty thousand. The works were therefore constructed with reference to such a supply, and the present height of the dam at the Lake, and the size of the brick aqueduct and mains from Brookline Reservoir were adopted, for the purpose of conveying this quantity to the City, and for supplying every part of it, the high service as well as the low. It is still believed that the quantity thus assumed would be amply sufficient, if any *ordinary discretion were exercised in the use of the water.* A statement however of the number of gallons actually brought into the City and used or wasted the last year, and the present, show *so enormous an excess above what was originally supposed* to be required, as almost to make it a subject for grave consideration to the City Council at this early period in the history of the works, to determine the best mode of remedying an actual deficiency of water, which must take place at no distant time, and which is felt to some extent in some parts of the City even now. By the Report of the

Water Board for the year 1851, it appears there were used during that year a daily *average of six millions eight hundred and eighty-three thousand seven hundred and eighty-two gallons, being a daily supply of more than forty-nine gallons to each individual*, in a population of one hundred and forty thousand; more than *double* the quantity which had been deemed sufficient for the actual population in that year, and nearly as much as had been supposed sufficient for two hundred and fifty thousand inhabitants. Since the last year the number of water takers has increased about seven hundred and fifty,—the consumption, however, for the year, shows an increase entirely incommensurate therewith, and produces a conviction that the evil complained of is actually increasing. I understand from the President of the Water Board that it is now rendered almost *certain*, that the consumption the present year will be an average of *more than eight millions of gallons daily*, which is at the rate of *more than fifty-seven gallons to each inhabitant*, and 875,000 gallons over what was calculated to be a sufficient supply for a population of two hundred and fifty thousand. When it is understood that full one half of this amount is *absolutely and uselessly wasted*, one would think that a mere statement of the fact, and of its necessary consequences, might produce some relinquishment of practices directly opposed to the interests of *every* inhabitant of the City. These consequences have been frequently stated without much apparent effect, they are indeed sufficiently obvious, and the Council may consider it reduced to a *certainty*,

that unless the existing waste can be prevented, in a very short time, either the supply of water, to a certain class of takers must be stopped, and the City be thereby deprived of a large portion of revenue, or another main must be laid to the Brookline Reservoir at a great expense. If either mode is adopted, the water debt will be so much increased, or the income will be so much diminished, that we should feel but little encouragement in looking forward to a time when the water rates will be sufficient to meet the interest on the debt. In the Report of the Water Board of the last year, it was stated that one of the probable causes of waste was occasioned by the practice, more or less universal, of letting the water run from service pipes, for the purpose of preventing freezing during the night. This opinion appears to be confirmed by the experience of the present year. For while in every month of the year, except the present month, (December), there has been an increased consumption over the corresponding month of the last year, in *this month*, (December), it is *actually diminished*, which can only be accounted for by the remarkable difference of temperature which has prevailed during that month, the *present* year and the last, and the fact is farther proved by measurements which have been made for the purpose. It will be recollected that there have been but two nights the present month (December) when much apprehension could be felt of any injury likely to be occasioned by frost in the water pipes. On the second of those nights, the discharge from Brookline Reservoir, and

consumption in the City, was measured accurately at the Reservoir in Brookline, and in the City, during the whole night, and the consumption, during that period, when in fact the use of the water for all *public, domestic and manufacturing purposes must have almost ceased*, was ascertained to be at the rate of more than *five millions* of gallons in twenty-four hours; the actual consumption, therefore, for *the day and night*, must have been more than *nine millions of gallons*, whereas the average for the rest of the month was only about seven millions. This is, therefore, a great source of waste in the winter. There are a multitude of other sources of waste, however, *as illegal and unnecessary as this*. In fact, a *general carelessness and recklessness would seem to prevail*, arising undoubtedly in most cases from ignorance of the untoward consequences likely to result, if the use of the water is not restricted to its legitimate purposes. Some of these consequences have now again been stated, and I would *earnestly caution the City Council, and through it our fellow citizens, and every one who has the means and opportunity of enjoying the blessings which an abundant supply of pure water, at so much cost, has furnished, that that supply though amply sufficient for all necessary or useful purposes, is of course limited to those purposes; and that both the quantity of water at the Lake, and the means of bringing it to the City are entirely inadequate to supply long, the present increasing and wasteful consumption of it.*

I should feel that I had omitted an important duty,

if I should close my remarks on this subject without adding, that the *warmest* thanks of the City Government and the citizens of Boston, are due to the gentlemen composing the Water Board, and *particularly* to its President, Thomas Wetmore, Esq., for his able and indefatigable labors and efforts in the oversight and management of this great interest. He cannot fail to receive, as he justly merits, the gratitude of the people of our City for these, and many other valuable services, gratuitously rendered them by him.

SCHOOLS.

Among the many great interests entrusted to the City Government, none are more valued and more cherished, than our system of *Public Instruction*.

We cherish our free Schools as an inheritance from our fathers, and we foster them for the benefits they have conferred upon ourselves, and for the richer blessings they will bestow upon our children.

Our citizens have abundant reasons for feeling a just and manly pride in their Public Schools, and for continuing to give them a liberal support.

The improvement of the Schools has been the constant aim of the Government, and no measures have been adopted which will not, in the opinion of a large majority of its members, make them permanently better. In the management of this great public interest, the best course has been sought, and it is a fortunate circumstance that this has proved to be the cheapest in the actual current expenses.

At the present time, there are more than 22,000 children in actual attendance at these Schools, which were never in a more prosperous condition. The Teachers to whose care and instruction this large number of children is committed, are generally well qualified for their places, and are discharging their important duties in a satisfactory manner.

The gentlemen composing the School Committees, both Grammar and Primary, who have watched over the Schools during the year, and have discharged their responsible duties with much good judgment and fidelity, deserve the confidence and the thanks of the community.

The entire expenditure for this department of our municipal affairs, during the past financial year, ending the first of May last, amounted to \$297,810.77—a large sum in the aggregate, but comparatively small when divided among so many pupils.

TRUANT CHILDREN.

The Act of the Legislature, “concerning Truant Children and Absentees from School,” has been in successful operation for several months, and the reports of the officers appointed to execute the law, give encouraging accounts of their doings. It is confidently believed that further experience will confirm its usefulness.

PUBLIC LIBRARY.

The Public Library gives promise of becoming one of the most useful and important institutions of the

City. A board of Trustees for its management was constituted at the end of May last, and early in July they reported a plan for it, which was accepted by the City Council in August. This plan contemplated the establishment of the Library, for a time, in the lower story of the Mason Street School House; and the Building Committee, charged with preparing rooms there for the purpose of receiving it, have nearly fulfilled their duty. A Librarian has, also, been appointed, who has been diligently employed in making proper catalogues of the books already belonging to the City, so as to have them ready for general use and circulation. Meanwhile liberal and intelligent citizens have come to the assistance of an institution which seems to them full of good influences. Samuel Appleton, Esq., James Brown, Esq., the Hon. Jonathan Phillips, the Hon. Francis C. Gray, and others, have recently made important donations to it, and these, with the means provided by the City, have enabled the Trustees to prepare for opening the Library, so soon as the walls of its rooms are sufficiently dry, and the first purchases of books are completed and put in order for use. This is the plan originally suggested by the Trustees, with such resources as were then at their command; and it is the plan they still propose to carry into effect at the outset.

But while they were in the midst of their arrangements for this purpose, I unexpectedly received, in October, a letter from Joshua Bates, Esq., of London,—who began in this City a mercantile career which has

raised him to so much distinction, and whose kindness of heart does not permit him to forget the associations of his youth,—offering to give the munificent sum of Fifty Thousand dollars to purchase books for the Library, if the City will erect a becoming building to receive it, and to receive and accommodate suitably those who may wish to use it. This offer the City Council at once gratefully accepted and then referred the whole matter to the Trustees of the Library, instructing them to report such measures as it may be suitable to adopt in order to give full effect to a provision so generous. Their Report, as it involves, in part, suggestions for erecting a building and for carrying forward the Library on a scale more ample than was at first contemplated, has not yet been made. But, as it is well understood, that both Mr. Bates and the gentlemen in whose hands the subject is now placed are desirous to fulfil his intentions as soon as possible, I feel sure that there will be no delay but such as is inevitable.

I congratulate my fellow citizens on so auspicious a commencement of this important undertaking. It seems to me to be the crowning glory of our system of public instruction, and to become such by offering to all, after they have left our free schools, such free means of farther culture as have not heretofore been provided for them, and from the want of which many among us have not risen to the condition in life they might otherwise have attained. That our Municipal authorities will faithfully do their part in this great work I do not doubt; nor do I doubt that our opulent, far-seeing and public-

spirited citizens will imitate Mr. Bates's noble example, and co-operate in an undertaking which will do honor to all who aid its progress, and which, like our Free Schools, will go on, from generation to generation, producing more and more beneficent effects on the character and condition of this whole community.

LUNATIC HOSPITAL.

That most interesting and useful Institution the *Lunatic Hospital*, has given renewed evidence of its importance under the admirable supervision of its officers and Board of Visitors.

It had on the 30th of November last, 107 Male, and 137 Female Patients, who are as well cared for and made as comfortable as the nature of their unfortunate condition will permit.

The expenditures for its support have been made with a remarkable economy which reflects great credit upon the Board.

For a full and detailed account of the Institution I refer you to the very able reports of the Superintendent and Board of Visitors, the latter bears the *fullest* testimony to the faithfulness and ability of Doct. Walker, and the subordinate officers under him, and will be read with great interest and profit. Much painful embarrassment has been experienced the last year that so many pressing applications for admission to the Hospital have, necessarily, been refused for want of accommodation—this has been particularly the case in the *female* department which has been so crowded that it

has been impossible to admit any new patients since 1851, excepting to fill the vacancies of those discharged. Some speedy remedy for this sad state of things ought to be adopted. The Board of Visitors, after the most mature consideration, have come to the conclusion, as no enlargement of the present building can be made, which will be at all satisfactory, to recommend that a *new* Hospital be erected in some suitable location within a convenient distance from the City, and that no time should be lost in taking preliminary measures to accomplish this object, so desirable and necessary.

I *entirely and fully* concur in the views of the Board of Visitors—and *I am sure* that the citizens of Boston will cordially approve of any judicious expenditure for this object, which furnishes the only means that can be used for alleviating the most dreadful of all human maladies, with which God, in his wisdom, sees fit to afflict so many families.

The *Dedham Farm*, (as it is called,) owned by the City, comprising 55 acres, lying upon the Providence Railroad, pleasantly situated on the Neponset River, quite remote from any considerable number of dwelling houses, and within fifteen to twenty minutes ride by the cars, from the Depot in this City, seems to me to offer many advantages for the institution. I trust that the Report of the Board of Visitors will be read with attention, and that some *speedy* and *efficient* action on the subject may be taken.

HOUSES OF INDUSTRY AND REFORMATION.

I am happy to state, that these Institutions are in an excellent condition, and are conducted in a very satisfactory manner, by an able and efficient Board of Directors, selected and appointed by the City Council. Here the aged and the young, the sick and the infirm, are provided for in a manner corresponding with the well known benevolent reputation of this community.

The number of inmates in the House of Industry is 1300 ; a little more than half of this number are provided for at South Boston, the remainder at Deer Island.

The number of Boys in the House of Reformation is 85.

A fact of no little interest and importance may be stated in this connection, which is, that, among the poor now supported in our Institution, *not over One Hundred have a legal settlement in Boston.*

It remains to be seen how the measures adopted by the last Legislature of this Commonwealth, in respect to the support of paupers, having no legal settlement in any city or town in this State, will affect the policy of the Government of this City in relation to the support of those who may require eleemosynary aid.

There are connected with these Institutions five schools, in which are taught the useful and important branches of Education, by experienced and competent male and female teachers, whose labors have been attended with very satisfactory results.

The condition of the young has ever been, and I trust will ever continue to be, an object of the deepest interest to the people of our City,—and every measure calculated to protect them from the fatal influences of indolence and vice, and secure to them the benefits of judicious training, and a good education, will always engage my cheerful co-operation and support.

HOUSE OF CORRECTION.

By an ordinance of the City, passed in 1845, it was provided that the Board of Visitors of the Boston Lunatic Hospital, should consist of seven persons, including one Alderman and one member of the Common Council,—previous to that time they were all members of the City Government. By the election of a Board mainly from the citizens at large, a degree of permanency is given to it, and the interests of the City have thus, doubtless been promoted.

In the last election of Directors of the House of Industry, their number was increased by the choice of one member from each branch of the City Government. The Statutes of the Commonwealth also have been altered, increasing the number of Overseers of the House of Correction—in which Board, also, both branches of the Government are represented.

This Institution has been under the charge of its present master since 1833. By the rules of the Overseers, it is visited weekly by a Sub-Committee, and monthly by the full Board, each of whom give it a

thorough examination. All purchases are made by, or under the direction of, a monthly Committee.

It is believed that the discipline of the Institution is unsurpassed.

The large increase of the inmates imperatively demanded the erection of a new work-shop and chapel. By an appropriation for that purpose, a good substantial building is now nearly completed, and will soon be ready for occupancy. The chapel will comfortably accommodate more than double the number who are now crowded in the present one, while the work-shop will afford employment for fifty per cent. more workmen.

Upon the termination of the present contracts for the labor of the prisoners, it is to be hoped a better remuneration may be received from the same.

The Committals for the year past have been 1103, (720 males and 383 females), of whom more than two-thirds—say 756, are foreigners. It is a melancholy fact, that of the males, just one fifth, equal to 144, were of the age of 20 and under, and one-eighth, equal to 48, also of the females. May it not be a reasonable hope that the recent statute provisions and ordinances of the City regarding truant children, will tend to reduce, somewhat, so large an amount of juvenile crime?

The health of the prisoners is very good; only nine persons (by a late Report) being in the hospital, and who were mostly doing well.

Among the means for the moral improvement of the females, is a Sunday School, the teachers of which are eminently deserving of commendation for their unwear-

ied and faithful labors. One of these devoted persons has been engaged in the service since its establishment, some fifteen years since.

DEER ISLAND ESTABLISHMENT.

The new building on Deer Island has not yet been fully occupied. From several causes the state of things in relation to emigration has changed materially during the past two years—a better class of emigrants arrive here than formerly, and the number has also been considerably diminished. The enactment of the last legislature in relation to foreign paupers, will, it is hoped, and expected, relieve the City from the care and custody of a large number of this class. These changes, which could not have been foreseen by our predecessors, have caused many persons to think that the large expenditures there were injudicious, and that it is inexpedient to occupy the new building until the effect of the new State law referred to is seen.

When we remember that our *best* considered plans and measures require to be looked upon with an indulgent eye, we should be slow to censure our predecessors, because all their doings do not meet our entire approval—it is more just to believe that they acted from the best light obtainable at the time, and were governed by pure motives. Let us rather dwell upon the successful measures adopted by them;—then, we shall see a large balance in favor of their good judgment and discretion, reflecting and conferring great honor and prosperity upon our City.

I cannot omit to say, that as a citizen of Boston, I feel under the strongest obligations to those gentlemen from the citizens at large who have given their time and attention gratuitously to the management and oversight of our public institutions. In this feeling I am confident there will be a general participation throughout the city.

PAVING AND INTERNAL HEALTH.

The annual expenditure for these objects have been very large, amounting in the last two years, for the first named, (which includes also repairs and grading of streets,) to \$344,068.36, and for the latter, to \$148,391.26.

The disbursement of these large sums is made by the Superintendent of Streets, and it is impossible for the Committee upon these subjects, to exercise that constant control and vigilance over them that is necessary to insure the greatest economy. However faithful and efficient the Superintendent may be, his duties are too numerous and onerous to enable him to discharge them satisfactorily to himself even, and it is obvious that the expenditures for these purposes, are too large to be in the hands of any one person. I recommend, therefore, that these departments be separated and placed under the supervision of two officers.

SEWERS AND DRAINS.

For the more effectual drainage of that section of the City, south of the Worcester Railroad, which formerly drained into the Back Bay, there has been ex-

pended during the years 1850, 1851 and 1852, the sum of \$29,697.53. This includes the cost of constructing the main culvert on Tremont Street, between Castle Street and Northampton Street, thence through Dover Street to low water mark under South Boston Bridge.

During the past season the Northerly section of the Back Bay drainage, so called, has been completed, with the exception of the connection with tide waters at Charles River, and some few lateral branches. The main culvert commences on Tremont Street, and extends through Church Street, crossing the Public Garden, and the Mill Dam, thence through Beaver Street to River Street. The amount thus far expended on this section has been about sixteen thousand dollars. The connection at Charles River will be made as early in the spring as the season will admit, and then this desirable improvement, so long in contemplation, will have been in the main, completed, and the drainage of more than *sixteen hundred houses will have been diverted from the Back Bay to tide waters.*

This department of the City Government is under the charge of a most faithful, vigilant and intelligent head, whose attention to the duties of his office deserve warm approbation.

FIRE DEPARTMENT.

The Fire Department at the present time is under the direction of a Chief and nine Assistant Engineers, and consists of ten engines, to which are attached two hose carriages each, and all necessary apparatus; six

hydrant companies, with two hose carriages to each, and having the average of 1800 feet of hose to each company ; three hook and ladder carriages, with all the necessary apparatus which is required for this branch of the Department, and a force of five hundred men distributed as follows: to each engine company, thirty-six men ; each hydrant company, sixteen men, and the hook and ladder companies, twenty-four, eighteen and twelve men each, respectively.

There are in the service of the Department about twenty-one thousand feet of leading hose, and all necessary apparatus which the duties of the department require.

Ten years since the means of obtaining water for the extinguishment of fires were limited, compared with those of the present time ; then there were only about fifty reservoirs where water could then be obtained, beside the recourse to tide water. Now we have one hundred and thirty-three reservoirs, and more than eleven hundred hydrants, which in more than half of the fires that occur, are each equal to the force of an engine.

There is, in addition to the regular Department, and stationed at the Fourth Section, East Boston, a hose carriage with three hundred feet of hose, ready at all times in case of fire in that Section, to be used by the men employed in a large manufacturing establishment in the immediate vicinity ; and there are four engines kept in reserve. One of these engines will be immediately stationed under City Hall with an efficient com-

pany, and another will be put in service as soon as a suitable location can be obtained. It is believed that the present Fire Department is prompt and efficient, and fully equal in the proper discharge of their duties, to the same number of men of any department organized under the different systems which have hitherto prevailed in the City, and, that in *order* and *discipline*, the Department is in a satisfactory state.

I recommend that such alterations as experience may suggest, be made in the present Ordinances, so as to give more satisfaction to the members of the Department, and without prejudice to the interests of the City.

The Telegraphic Fire Alarms, it is believed, will answer their purpose satisfactorily, but will require a vigilant supervision to prevent mistakes and omissions to give alarms.

POLICE AND WATCH.

By the Charter and Rules of the City Council the Mayor is made the head of the *Police and Watch Departments*. It has been my duty therefore to observe closely their operation, and after an experience of twelve months, I am obliged to say, that the present system is unsatisfactory. The Annual Expenses of these departments have been steadily increasing without a corresponding increase in efficiency.

In the financial years from 1st of May to 1st of May each year, the expenses of the Police and Watch was, say

		Police.	Watch.
1846-47,	- - - - -	18,979.51	59,040.24
1847-48,	- - - - -	29,292.68	60,076.45
1848-49,	- - - - -	37,015.68	67,600.28
1849-50,	- - - - -	41,822.49	77,779.72
1850-51,	- - - - -	38,294.26	86,606.28
1851-52,	- - - - -	49,737.69	95,645.86
1852-53. Present year will be about,	- - -	40,000.00	87,000.00

Some reforms have been adopted during the past year and the expenses, as will be seen, somewhat reduced, but much remains to be done, to make these important departments what they should be. It is but justice to say, that in general the men composing them, are faithful and vigilant.

I beg leave particularly, to refer you to an interesting report to the last City Council by the Joint Committee on Ordinances, in which this subject is thoroughly and judiciously treated. I trust that this document will be carefully read and considered. If you should think proper to refer this subject to a Committee, I should be glad of an opportunity to propose some plan for consideration.

BURIALS IN THE CITY.

The practice of interments of the dead within the limits of the City has been a subject of anxiety for several years past, and I think the time has arrived when the question should be seriously considered as to what measures are proper to be taken to prohibit it.

Many intelligent medical gentlemen are of opinion,

that the public health demands such prohibition, and it has been hoped that the increasing disposition among the citizens to provide burial lots in the vicinity of the City, will, at no very distant day, lead to the discontinuance of this practice. Within a distance of four to six miles, Cemeteries are established embracing 400 to 500 acres—space enough to bury the dead for a very long period, in which family lots of 300 feet, for prices varying from \$25 to \$140, and single graves, from two or three, to twelve dollars, may be obtained.

The subject has, I am aware, many difficulties, but I trust that some measures may be adopted to remove the evil without too great an infringement on private rights, or the wounding of private feelings.

LAMPS.

Attention has been given by the Committee of the last Board of Mayor and Aldermen upon this subject, with a view to adopt a more systematic and efficient plan of street lighting; and also increasing the number of Lamps in our streets, which it is believed would be productive of much benefit, by preventing crime, and make it safe to diminish somewhat the number of watchmen.

PUBLIC GARDEN, COMMON, ETC.

The City has resumed possession of the Public Garden, and I recommend that a reasonable appropriation be made for its improvement, so that it may be made ornamental and creditable to the City.

The Common and Public Squares, so conducive to the health and beauty of our City, will demand more and more attention every year. The large number of *trees* in these grounds, and in the public streets, require constant attention, and I am sure that any necessary expenditure for their preservation will be approved by our citizens. During the last year, several *Oak* and *Walnut* trees have been added to the variety, with a reasonable hope that they will be found to succeed.

I have thus, Gentlemen, given you such facts and views in relation to the municipal affairs of our City, as I deem to be important, and in conclusion, have only to add, that the interesting and impressive ceremonies which have just been observed, should impress our minds strongly, with the solemn obligations imposed upon us to do all we can for the improvement of the “finances, police, health, cleanliness, comfort, and ornament of our beloved City.” Let us be grateful to a kind Providence which has hitherto so signally watched over its destinies, and so abundantly blessed it, and let our ardent prayers ascend to Heaven, that its prosperity and glory may be long continued.

L. T. S.
6. 2. 4. 0. a. -

INAUGURAL ADDRESS

1/14/54 DELIVERED BY

HON. J. V. C. SMITH,
MAYOR,

TO THE
CITY COUNCIL OF BOSTON,

JANUARY 16, 1854.

City Document.—No. 5.

INAUGURAL ADDRESS

10488

DELIVERED BY

HON. J. V. C. SMITH,
MAYOR,

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 16, 1854.



BOSTON:
1854.

J. H. EASTBURN, CITY PRINTER.

C I T Y O F B O S T O N.

In Common Council, January 16, 1854.

Ordered, That the Mayor be requested to furnish a copy of his Address to the City Council, for publication.

ALEX. H. RICE, *President.*

ADDRESS.

GENTLEMEN OF THE CITY COUNCIL:—

Having been selected by our fellow citizens to act in various capacities in the public service, the first inquiry that naturally presents itself, is to ascertain the precise nature and extent of our duties, and then proceed to the discharge of them, with discretion, energy and firmness of purpose.

In assuming a position so entirely new, beset with cares and perplexities, unlike those to which I have been accustomed, your indulgence and earnest co-operation will be the more necessary, that we may all be enabled to meet the just expectations of those who have confided their highest civil interests to our hands.

It is not my province to comment upon the official labors of our predecessors, beyond the general proposition, that each successive City Council, from the commencement of the present form of municipal organization, has embraced men of distinguished ability, whose endeavors to advance the prosperity of Boston, illustrates the pages of its history.

We are now to take upon ourselves the responsibilities from which they have been relieved, and I shall proceed without further preliminary remarks, to the consideration of those subjects which will hereafter, in some measure, become prominent topics for deliberation.

It is admitted that a debt of imposing magnitude rests upon our City, but from the repeated representations of those who are presumed to be acquainted with all its bearings, I am led to believe that the burden may be easily borne, and without any serious embarrassment, by a cautious and exact system of management. Nevertheless sound policy dictates that such a course of prudent measures should be adopted at the beginning of our stewardship, as shall tend to diminish, rather than to add to its weight.

From some cause or combination of circumstances, the taxes have been gradually increasing, and the fact cannot be concealed, that an anxiety is generally manifested to understand how it happens, while the population and revenues of the City have been steadily augmenting. We must make the effort to keep the annual expenditures within the income, to meet the reasonable expectations of our constituents. A strict and inflexible plan of accountability, as applicable to each and every disbursing officer, where any imperfection is discoverable in that respect, should be forthwith instituted.

Every individual who gives his time exclusively to the City, deserves a proper recompense, proportioned always to his position and the qualifications required. Competent persons in every instance, should be impartially selected, and then well supported. There is infinitely more lost, than saved, by not offering in connection with an office, sufficient emolument to command the best talents and preparation for all places in the gift of the City. Neither proxies or supernumeraries are required. The appropriate functions of every office must be discharged by the incumbent, himself.

There are several subjects of a special nature, intimately interwoven with the future prospects and developments of Boston, which this opportunity is favorable for presenting.

I. THE PUBLIC LANDS.

It has been fearlessly asserted by gentlemen whose opinions are entitled to marked respect, that the prices at which the City have held the public lands, have uniformly ranged above their true marketable value.

This circumstance, according to their theory, has led to the improvement of all the neighboring towns, while extensive tracts in the southern section of the City, still remain unimproved, and consequently unproductive.

There is no impropriety in holding out such inducements to those wishing to become purchasers, as are calculated to inspire them with confidence,—carefully guarding against the grasping aspirations of mere speculators. A large population have accommodated themselves just upon the borders of the City, who doubtless would have preferred to remain in town. While all their business relations and transactions are in Boston, they contribute but sparingly and indirectly towards the support of those facilities by which they accumulate fortunes.

It is not essential that more than one per cent. of the purchase money be paid down. Enterprising men with limited means, are prevented from entering into negotiations for land on account of being unable to build, after making a payment of ten per cent., which not unfrequently absorbs all the ready money at their control. By the erection of structures of a stipulated character, and dimensions, the security would be ample, when the deed was given.

By pursuing an entirely new and liberal policy, equally secure and more advantageous to the City, I am persuaded that extensive sales would follow, and a gratifying impulse be given, where there is nothing now but a wide waste of neglected territory.

Give the purchaser of City lots an opportunity to thrive, by asking of him an interest upon his purchase of five per cent. only per annum, and the public lands will find a ready sale. Under such auspices, the amounts accruing from interest and taxable property thus brought into being, would soon commence flowing steadily and uninterruptedly into the treasury, from sources heretofore contemplated, never fully realized.

All the public lands are exceedingly valuable, if properly cared for by the City Government aided by the counsel of the Land Commissioners. They have in past times been triumphantly referred to as a choice reserved fund for ultimately cancelling a debt of millions, by the easiest imaginable process. Still, the debt has been uninterruptedly enlarging, while the annual sales seem not to have been appropriated in a manner to be viewed as a relief. Proceed in the same manner a few years longer, and a well grounded apprehension may be entertained, that a magnificent property is in absolute danger of being frittered away, without essentially contributing to the specific object for which it has been held in reserve.

I trust it will be pardonable in me to dwell thus forcibly upon a subject that is of immense importance to the welfare of Boston.

At the South Bay, the outlay has been quite large, to prepare the land for occupancy, without actually finishing any part of the contemplated improvements. If it shall be deemed wise that measures be immediately adopted for completing the wharves, which I regard as the first proper step, I shall recommend that they be forthwith leased at auction for periods of from five to ten years, subject to taxation, and thus opening another prospect of revenue. At the expiration of such leases the property would return to the City with enhanced value. Another effect of these improvements, would be to ex-

tend population in that direction, where there are now neither shops, dwellings, nor conveniences of any description.

Past experience proves that it is not best to drive hard bargains with those desiring to become customers. On the contrary, a reasonable extension of encouragement stimulates to industry, and directly contributes to the advantage of the whole community.

A misunderstanding between the contractor for filling the South Basin and the City Authorities, has very unfortunately brought about a suspension of the work. If thus left, incomplete, all that has been paid in furtherance of the undertaking, is unprofitably expended. City litigations rarely terminate very satisfactorily, and when a citizen constitutes one of the parties, they should, if possible, be avoided.

Measures having been already taken with a view to the removal of the public institutions at South Boston, to some other place, a large and eligible section of land is prospectively presented for residences, and it will devolve upon the City Council to take action in reference to that matter.

In June last, the commissioners on Boston Harbor, in behalf of the Commonwealth, made a proposal to the late City Government, the acceptance of which would have added nearly eleven acres to the west of the Public Garden. I understand the conditions to be altogether favorable in the new form in which they may hereafter be presented.

From the proximity of the Back Bay to the most valuable part of the City, it would be gratifying to have the whole of it within our jurisdiction. As a measure of progress, I respectfully suggest that it might be well to apply to the Legislature, the present session, to mature a plan for laying it out to conform to the general scheme

for beautifying and adorning the public grounds in that vicinity.

Streets and squares are to be multiplied with the growth of the City, while those in use, cannot with any show of propriety be diminished in number, while the public health is held to be the first element of prosperity.

I am bold to declare my conviction that a sale of the Public Garden would be a calamity. While other cities at home and abroad are striving to open extensive grounds for the express purpose of giving stability to the public health, it would redound to our lasting misfortune, in a sanitary point of view, to dispose of that most charming spot, the delight of a large proportion of the citizens, at least, and certainly the admiration of all intelligent strangers of taste. There is no immediate necessity for doing so ; and as the value of the property is losing nothing by being at rest, we should be satisfied to leave it to our successors a century hence, to determine what disposition shall be made of the rarest gem, next to the Common, in the possession of any municipality in the United States.

II. PUBLIC STREETS.

No feasible opportunity for widening narrow thoroughfares should pass unimproved, in the centres of increasing traffic, even if accomplished at a heavy expense. We are not to legislate exclusively for this generation, but also for succeeding multitudes, destined to traverse these identical streets, hundreds of years to come, and inhale the fresh, invigorating, life-preserving air, in the same beautiful squares and openings which were provided by those who preceded us. Reference, therefore, is to be had to the advancing future, rather than confining ourselves to the exigencies of to-day.

Whenever new streets are laid out, a sufficient sewerage, gas and water pipes could at once be permanently

placed, with service tubes branching off at right angles under the sidewalk, to be paid for pro rata, by builders, as they are needed. Thousands upon thousands of dollars could be thus saved yearly, that are now worse than wasted, by the bad practice of frequently tearing up the pavements.

I beg to present for your consideration in this connection, the expediency of choosing a board, to whom may be referred the whole matter of laying out new, and widening old and inconveniently narrow streets.

Boston is in the infancy of its commercial and industrial greatness. Some of the principal avenues already need widening, to accommodate the influx of busy humanity. Tremont Street is one of them. When Harrison Avenue is continued northerly, Washington Street opened into Hanover, and Friend into Union,—changes which another age may achieve, corresponding improvements may be anticipated in other directions, no less beneficial to the moving masses of beings who will throng them.

III. FUTURE PROSPECTS OF THE CITY.

Through the numerous railroad communications with the interior, it is morally certain that the business activity and wealth of the City will increase many fold in the life time of many who are listening to this address. The agricultural riches of the far off West, at this moment are choking up every line of conveyance, it being impossible to transport the continually accumulating products as fast as they arrive for transit to the ocean.

Such being the fact now, what may not be anticipated in the next five and twenty years, when the harvests of those same productive regions shall be more than quadrupled?

All this is calculated to enhance the activity of Bos-

ton, incalculably beyond any thing belonging to its present stirring activity.

When the Troy and Greenfield Railroad is completed, by tunnelling the Hoosac Mountain, the noblest and grandest enterprize ever proposed for the glory and advancement of the State, a shorter, less elevated and more direct route will open to the waving fields beyond the Hudson, to swell the commerce of this Metropolis in a manner not to be estimated in dollars, all of which will be brought about without injuring or interfering with any other road or corporation. Even then, with the facilities of a new line through northern Massachusetts, there will be more business than all of them can do ; and Boston must rise in mercantile importance, and necessarily extend its maritime relations, to keep pace with a sure and unfailing influx of capital, individual enterprize and intelligence.

IV. PUBLIC SCHOOLS.

No relaxation in the plan of public instruction is likely to obtain, while entrusted to a committee of enlightened citizens. Let us continue to improve and sustain the Schools in that spirit of generosity which reflects the highest praise on the wisdom of our fore-fathers.

Instructors of children lead a life of confinement and anxiety, for which they deserve no stinted compensation. Those in Grammar Schools have had their reasonable claims recognized, and why not grant the same boon to teachers of the Primary and Intermediate Schools ? They are quietly toiling in obscure apartments, giving the first lessons to their little pupils in virtue, morality and useful knowledge.

A feeling is daily gaining ground, that a High School for girls is due to the people, which cannot be readily

winked out of sight. A cogent objection to having one, in the minds of those who have reflected upon the subject, is this, viz., that no one School can be so located, as to accommodate the whole City. Whether there shall be a High School for girls, will depend upon you. Certain it is that the education of females must correspond to that of the other sex, or they can be neither suitable companions or equals.

Wherever female education is elevated and thorough, men are refined, intelligent and patriotic. Lower the standard of female education, and the whole fabric of society will suffer a marked deterioration in manners and morality.

With this sentiment, the whole subject is left for future inquiry and consideration.

V. PUBLIC INSTITUTIONS.

Each and every institution belonging to the City, will require a searching examination. If they are judiciously conducted, the closer the inspection, the more honorable for those in charge of them. Their internal administration, discipline and outgoes, together with the fitness of those in custody of them, will suffer nothing from official scrutiny, where no abuses exist.

The pauper establishment at Deer Island will come in for a share of vigilant oversight. It has been contemplated in the light of a prodigious mistake by some, both on account of its unfavorable location, and the enormous expenditures attending the erection of the principal edifice, independent of the cost of a daily maintenance. So perfect are the domestic conveniences, and such the reputation of that celebrated station, that many strongly believe that pauperism, through its agency is actually invited to Boston. There is a current impression also, not to be concealed, that a complicated and unnecessarily

expensive supervision exists at Deer Island, which might be advantageously simplified.

VI. WATER AND FIRE DEPARTMENTS.

Both the Water Works and the Fire Department claim your watchful attention. If the price of water can be safely reduced to a lower rate, the inhabitants have a claim to the favor. A high tariff of prices, beyond the pecuniary ability of the mass of consumers, should be avoided if practicable. Neither institutions or manufacturing establishments without the limits of the city, ought to be furnished with that essential element, to the deprivation of the citizens, for whom it was designed.

No division of sentiment is to be apprehended respecting the urgency of placing the Fire Department in a condition for every emergency. Lofty warehouses are multiplying, and improvements, therefore, in apparatus, are called to meet the contingencies of conflagrations in a different form.

Steam fire-engines, if they are found to equal the reputation they sustain elsewhere, are needed here. On account of the difficulty of concentrating forces at East Boston, in consequence of the intervention of a ferry, that portion of the City should be provided with the best and latest invention for subduing fires.

Boston may safely challenge the world to produce a parallel to the Fire Telegraph. It is a triumph of science, made subservient to man, in giving him timely warning to defend himself against the destructive agency of fire. It is a glory, too, that the application of electricity to a perfect system of fire-alarms, originated in the mind of a native born citizen, Dr. William F. Channing.

VII. CITY CHARTER.

There are considerations worthy of your investigation, touching the expediency of applying to the Legislature for some alterations in the charter, having reference to municipal improvements and economy. Whenever the inhabitants of Boston are authorized to elect aldermen by wards, they will be more satisfactorily represented. Their duties are arduous, while the service is gratuitous. As counsellors of the Mayor, and for actual labor performed, they place the citizens under peculiar obligations.

Another topic, not to be overlooked, requires legislative leave, if it shall be favorably entertained. Were the Mayor and Aldermen authorized, discretionarily, to impose labor on the public works, upon convicts of the House of Correction, and thus expose them to the gaze of their acquaintances, under circumstances so disgraceful, it would have a direct tendency to prevent the perpetration of crimes. Repeatedly, the subjects of that prison have purposely offended against the laws, for the sole object of securing a comfortable residence through an inclement season, where they were sure of being fed and clothed at the public expense.

VIII. POLICE AND WATCH.

The proposition for the re-organization of the police and watch has been long agitated. Two distinct bodies are alternately guarding the lives and property of the citizens, while one is quite sufficient. These two forces are at the mercy of the appointing power, liable to instantaneous dismissal, through prejudice or the gratification of a whim, however meritorious,—and a case might occur, when the members of those departments would not dare to exercise the inalienable privileges of

a freeman at the polls, for fear of calling down the vengeance of the executive. Besides it is unsafe as a precedent, in a city like Boston, to place several hundred men, thus circumstanced, at the free disposal of the chief magistrate, who, under some unforeseen combination of circumstances, might insult and overawe those whom they were appointed to protect.

To obviate this difficulty, were an independent board elected annually by the people, one from each of the twelve wards, under the name of Commissioners of Police, on whom the selection of police officers should devolve, subject to the confirmation of the Mayor and Aldermen, many embarrassments surrounding the old system, which is very objectionable, would at once pass away. This would require leave of the Legislature. The chief, the principal executive officer of the board, should be nominated and confirmed in the customary manner.

Objections may be arrayed against disturbing an ancient and very awkward system, because a few persons might possibly lose employment, who have no other reliable income. Those possessing the strongest claims on the score of character, efficiency, and experience, could not conveniently be spared.

IX. QUINCY MARKET.

Allow me to suggest an alteration of the Quincy Market, with a view to a profitable investment and increased revenue, without running any pecuniary hazard. By elevating the roof, and adding one, if not two additional stories, very many excellent apartments could readily be prepared for rent, possessing extraordinary facilities, in the centre of activity. The second story, by the simple construction of flights of stairs, would almost double the capacity of the market, in the increase of stalls for the sale of fruits and vegetables, and which would possess

eminent advantages. If there is no desire to sell the property, a safer disposition could hardly be proposed.

X. LUNATIC HOSPITAL.

The claims of mercy in behalf of the insane poor at South Boston, cannot be delayed much longer, without aggravating their melancholy condition. More ample accommodations are to be sought in a new edifice, and not in their present habitation.

XI. CITY IMPROVEMENTS.

All enterprises, however originating, clearly calculated to advance the prosperity of Boston, may be safely countenanced, when they do not conflict with reserved rights. We shall be justified in pursuing a generous course towards those who are developing new plans that promise good results, without being called upon to surrender a single interest.

Boston cannot safely, it must not, be allowed to stand still. If it does not progress, it will inevitably begin to exhibit an apathy and the gloomy features of decay. Progress is the leading doctrine of the day, and I heartily subscribe to the principles it inculcates and upholds.

The Metropolitan Railroad is one of the new things presenting itself for consideration and approval. There is room enough for a double track in many streets, without interfering or interrupting ordinary travel. In a short time, it would be hailed as an improvement quite indispensable to comfort. Avoiding contracted, crowded thoroughfares, and permitting the rails to be placed only where no inconvenience is to be anticipated, before many months, all the theoretical objections brought against that easy, cheap mode of conveyance, would die away and be forgotten.

A modification of the charter of the company is indicated before any favors are granted. The City cannot, and ought not if it could, to relinquish the right to remove the rails at any moment, if they fail to answer general expectation, or become a dangerous nuisance.

Again,—a precaution is necessary to preclude the possibility of giving adjacent towns and cities a claim to come over the streets of Boston in cars, on a rail track, should the City, at some after period, decide to remove the rails for valid and well grounded reasons.

XII. PATRONAGE OF LABOR.

Thousands of industrious laborers reside in our midst, whose straightened circumstances oblige them to seek employment under disadvantages. I frankly acknowledge myself favorable to enterprises in the City, which will make labor in demand. The construction of a new, beautiful and broad avenue to South Boston, is a cherished idea in certain quarters. Should it be realized, and circumstances warrant the seasonable commencement, the project will confer a peculiar blessing upon out-door laborers, and keep many a family happy and comfortably together, whose necessities in a compact city, can hardly be comprehended by the affluent. In the employment of mechanics, it is praiseworthy on the part of the Heads of Departments, to give out work as far as practicable, in the districts where the service may be required. Small as the patronage may be, it would nevertheless be gratefully received, and often afford important relief.

XIII. ANNEXATION.

We are frequently hearing of preliminary attempts at annexation to Boston, from bordering cities, and uniformly, the press and the people appear to be thoroughly

convinced, that by enlarging the territorial dimensions of the City, an impulse would be given to its character and influence, not otherwise attainable.

Without sufficient territory, how can the population be increased, commensurate with the ambition of its ardent friends? Under these circumstances, it would not compromise the dignity of the City Government, I conceive, to inquire upon what terms our neighbors would be willing to unite their destiny with ours.

XIV. EXECUTION OF LAWS.

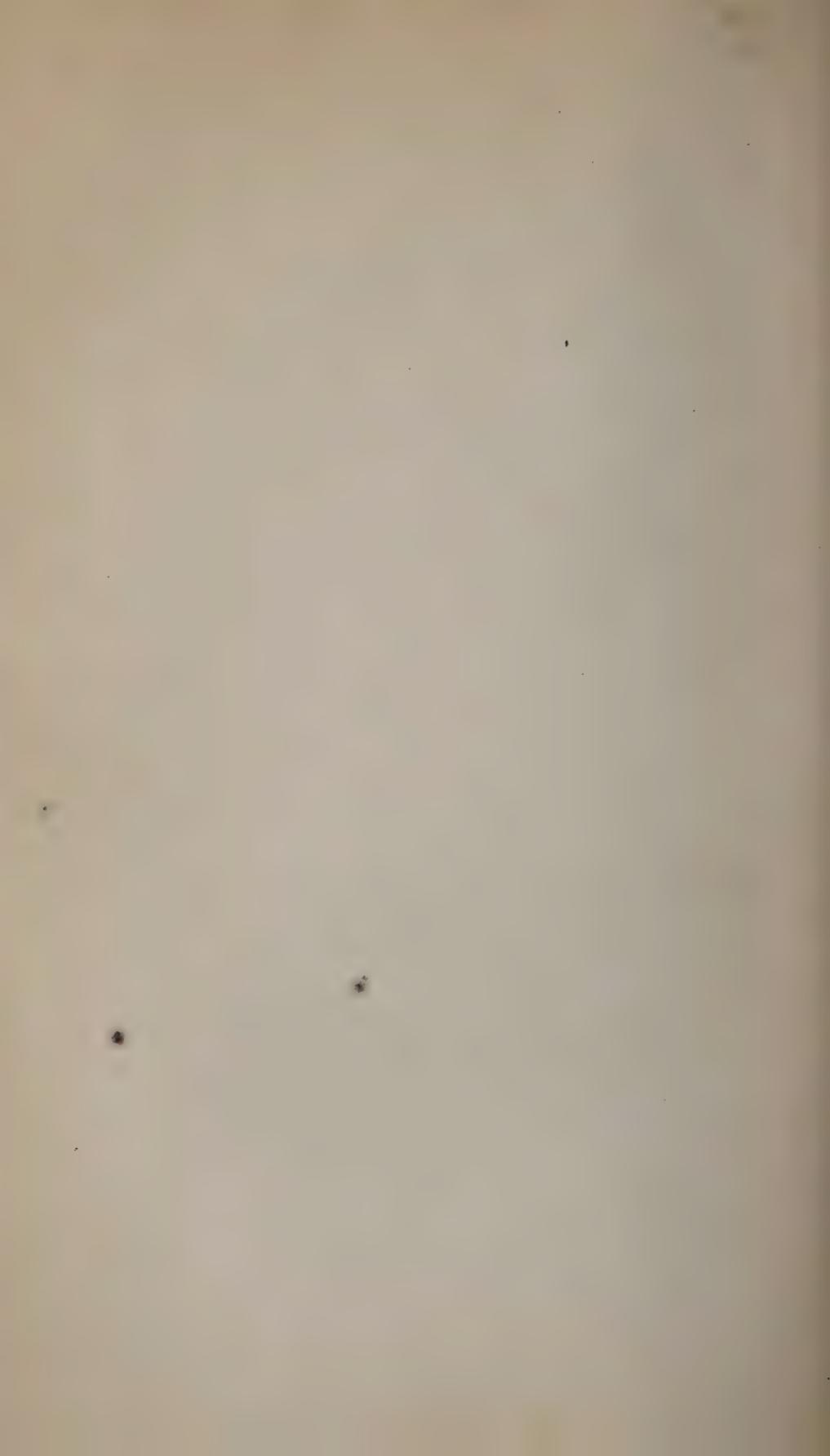
Among other grave circumstances belonging to our new relations, we have individually sworn allegiance to this Commonwealth. If any of its laws are oppressive, or contrary to the exercise of the inherent rights and privileges of the sovereign people, let them go at once to the Legislature in the majesty of their strength, and demand a repeal. We have nothing to say or to do, respecting the constitutionality or the unconstitutionality of any enactments of the General Court.

It is our unquestionable duty to have them respected and executed. In this, however, we are to proceed with extreme caution, even when no clouds of doubt surround the subject, and never, under any pressure or contingencies, unadvisedly.

When one law is disregarded, another may be set aside upon the same principle, with equal impunity. Thus the bands of civil society would be sundered, and reputation, property, and even life, be at the mercy of incendiaries, thieves, robbers, and murderers.

Through a long succession of years, Boston has been distinguished for a love of order and good government; and for the honor of the age in which we live, may that fair fame be transmitted, unimpaired, to posterity, that all the people may exclaim in the fulness of hope,—*God save the Metropolis of Massachusetts.*





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A D D R E S S

DELIVERED BY

HON. J. V. C. SMITH,

M A Y O R ,

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 1, 1855.

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City Document—No. 1.

A D D R E S S

1890
DELIVERED BY

HON. J. V. C. SMITH,
M A Y O R ,

TO THE

CITY COUNCIL OF BOSTON,

JANUARY 1, 1855.



BOSTON:

1855.

J. H. EASTBURN, CITY PRINTER.

A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

In commencing another municipal year, those of you who are familiar with the ordinary details of public business, appreciate the responsibilities of the positions assigned us by our fellow citizens.

Well directed intentions are not always satisfactory to the public. Activity may be denounced as over-doing, while an unwillingness to move unadvisedly is quite as frequently censured, in some directions, for downright obstinacy to the behests of a misrepresented constituency. By firmness, however, and discreet promptitude, no common interests are likely to be overlooked, essential to the advancement and honor of the City of Boston.

With these preliminary reflections, the occasion is a proper one for spreading before you a chart of the prominent subjects, that to some extent will present for future deliberation.

The sources of prosperity and the causes operating disadvantageously for the full development of a City of extensive commercial relations, whose institutions are characteristic of the benevolence, foresight and free

spirit of our ancestors, with whom they originated, are topics of no every day concern, for those who are selected for the express purpose of watching and directing them to a still higher destiny.

Within its narrow limits, Boston contains the elements of peculiar thrift. Its privileges and comforts have been provided at a heavy expense, yet they are indispensable to an orderly, refined population, and must, of necessity, hereafter be maintained. If, from negligence, the Schools in which the youth are trained to habits of industry, and prepared to assume in turn, the guardianship of trusts confided to our care, are allowed to deteriorate, or any privilege on which society places a real value, should be overlooked for want of means in this wealthy community, the result would be exceedingly disastrous.

An excellent flow of water from the country, distributed to nearly every dwelling, is both a convenience and a luxury, not to be enjoyed for nothing. A free, rapid intercourse with the interior, through the facilities of numerous railroads, radiating in all directions, together with a regular steam communication with Europe, has given a grand impulse to Boston, and additional advantages as a place of residence, and to retain the trade, increase its riches, on which depends a capacity for enlarging the sphere of human happiness within our immediate circle; the means of maintaining the stability of things as they are, and at the same time securing the perpetuity of whatever is most desirable, large expenditures of money must follow.

The solid foundations on which the future prosperity of Boston rests, are the intelligence of the citizens, their enterprise and good government. Any departure from a line of policy recognising these truths, would prove a dangerous experiment.

There are certain preparations and movements to be instituted after the present organization is completed, for carrying forward several propositions that took their rise with your predecessors. Each and all of them are strictly of a public nature, and belong to a scheme of progress marked out and assiduously nurtured by those who have borne their share in the burden of carrying them forward, suffered the odium or participated in the applause bestowed upon indefatigable perseverance, according to the workings of the public sentiment.

To meet the exactions upon the Treasury, the first care should be to secure a reliable revenue from rents and investments of the public property, without being oppressive; and in the next place look for an income for diminishing the ponderosity of the City debt, from a steady, regular, uninterrupted sale of such portions and parcels of vacant lands as may be spared, without detriment to the general advantage of the whole. With these remarks, I shall now proceed to speak exclusively of subjects of a local interest.

THE PUBLIC LANDS.

Notwithstanding the urgency of an appeal, the past season, to place the wide waste of public lands in a more available condition to invite purchasers, a whole year has passed away, leaving very nearly the same quantity on hand, which the City possessed twelve months ago. The extent of the domain lying utterly waste, deserves your first consideration.

Speculators would be glad to take possession of large tracts for the purpose of a profit, without troubling themselves to enhance the value by the erection of buildings. They ought to be kept at a distance. On the other hand, mechanics of limited means, who have

not the potent faculty of establishing a large credit on small resources, have a direct claim to indulgence beyond all others.

By their accumulative industry, they raise the value of the territory around, by their pioneering sagacity in furnishing economical tenements, the multiplication of which were never yet equal to the demand on the outer borders.

Too much friction is perceptible in the present circuitous method of effecting sales, invariably operating disadvantageously for all parties. Gentlemen of sound judgment, long since advanced an opinion that, had the unimproved lands on the Neck been given away twenty years ago, to persons pledged to build, the City would have gained incalculably by the scheme. The months roll on with no marked alteration. There they are, thousands upon thousands of feet, barren, sunken, gloomy reservoirs for the accumulation of offensive nuisances, where stately edifices will hereafter rise in beauty and grandeur.

It was strongly recommended to the late City Council to offer those lands on a long credit, at five per cent. interest, which would relieve builders from an acknowledged hardship, in making annual payments of ten per cent. on the cost, with an interest of six per cent. while lumber, brick, lime and other materials were both scarce and dear. This proposition, to a favorable degree, would have met the emergency, and an increase of taxable property followed. An order passed both branches of the City Council, and was sent to the Board of Land Commissioners, authorizing sales on those conditions, but from some unexplained reasons, not an inch of land was marketed on those terms. It was provided that a building should be raised within a

specified period—a bond given for a deed, on final payment—the pay-day being sufficiently remote.

Under these circumstances, I feel reluctantly compelled to say that my views in regard to the importance of this measure, are not changed. On the score of public economy you would be justified in proposing easier terms. Many ambitious mechanics have felt obliged to leave the City for the want of a proper theatre for exhibiting their productive activity. They would be gratified to return, were inducements offered, by removing the onerous taboo that places the lands beyond the aspirations of a young man, whose wealth is deposited in an honest heart and a pair of willing hands.

What is the City but a gigantic corporation, whose vitality must be sustained by drawing sustenance directly from the residents? Then do away with all cumbersome machinery in transactions with them, and not acquire the unenviable reputation of being a mill to grind customers to powder. Abolish, therefore, the Land Board, as a first step in the right direction, because it has failed to meet cherished expectations. No blame is to be attached to gentlemen who have kindly served in the capacity of Commissioners, but in the system itself, which is too complicated, and too slow in its movements.

Authorize a Joint Standing Committee to hold stated monthly auction sales of the whole group of South End lots. It would diffuse life into that region of forsaken nakedness. Insist upon the erection of structures, of some description, within reasonable periods;—but sell them, for what they will bring, to the best bidder. In the interim, the Superintendent of Public Lands, an officer abundantly competent, and familiar

with his duties, might be conducting another class of sales in the usual manner.

These remarks on the South End lands, apply with equal pertinency to those at South Boston, or indeed, wherever found. Put the latter also into market, and speedily, too, that the present generation may reap the advantages. Those theoretical speculations on the laws of probability, in reference to what may possibly come to pass, if the public lands are thus thrown in quantities before the people, ought not to be entertained. Rather than temporize any longer in a matter requiring prudent decision, give the whole away upon the Agrarian principle, with a moral certainty of some income at last, from assessments on the valuation, in the keeping of new proprietors.

Another tract, of large dimensions, known as the South Bay, if possible, has been more neglected than all the rest. A controversy between the City and the contractor for filling the basin, has been an expensive misunderstanding. Happily the vexatious question was settled the past week. Early in March, operations are to be recommenced for completing the long contemplated plan. Spacious streets may be laid out forthwith over the whole, without completing the levels, and by dividing the rough acres into lots, and selling at auction, unembarrassed by restrictions, just as fast as they can be put in readiness, a gratifying income might be realized, to the relief of taxation, even while the work is progressing.

Neither have my views undergone a change since I had the honor to present them on a former occasion, in respect to the expediency of keeping the Public Garden, open and free from all encumbrances. Posterity will thank you, and those of your successors, who oppose the occasional popular expression in favor

of selling, or covering portions of that splendid area with houses. It is just beginning to be ornamental, and appreciated on account of the beneficial influence such a magnificent square must have on the general health. By diminishing the width, a main feature of its beauty would be destroyed. After ages will assuredly execrate any such contracted disposition of that lovely and inviting spot. Surely there are higher objects in life than dollars, to carry onward the good name and fame of the City of Boston. May no narrow show of economy in financial arrangements deprive us of the fresh atmosphere we were born to breathe, nor the doctrines of utilitarianism induce us to sell the birthright of human beings to the genial influence of air and the light of heaven.

Real estate throughout the City depreciates or rises in value in a ratio corresponding with the augmentation of squares, diversified scenery, waving foliage, inviting walks and leaping fountains. They delight the eye, refine the taste, and invite strangers in pursuit of business and pleasure. Neither sell, no, nor mar the Public Garden.

Should a successful negotiation be effected with the Commonwealth, for the conveyance of about thirty acres, west of the line of the Garden, abundant territory will thus be provided for building purposes, either public or private. As a hope is entertained that certain claims of the City to a portion of the spacious field for improvement in that direction may be sustained, no final settlement has yet been concluded with the State Commissioners.

PUBLIC BUILDINGS.

A public library has become a permanent institution. Of its diffusive benefits, there can be no conflicting

opinions. The more spacious the proposed edifice, the larger will be the collection upon its shelves. A Board of Commissioners, composed of gentlemen of literary and architectural judgment, have had confided to them the responsibility of providing a suitable edifice for the precious treasures of knowledge which are rapidly accumulating.

QUINCY MARKET.

By disposing of that much prized estate, not unfrequently agitated, it would go into the possession of proprietors competent to managing it far more profitably than the City, provided no alterations take place superior to the present manner of farming out the stalls. Were it sold under restrictions not to be used as a market, the closing of the doors would in no perceptible degree reduce the price of provisions. The dearness of food is due to other causes than what is denominated the market monopoly, over which the civil authorities have no control. Consumers are increasing, but the producers, by the cultivation of the soil, in New England particularly, are diminishing. The large farms in the vicinity, that formerly sent an abundance of produce to Boston, are rapidly being subdivided into cottage lots.

In January last it was intimated to the City Council, that by adding two stories to Quincy Market, two purposes would be gained worthy of consideration. First, a profitable investment; and secondly, gaining facilities for a vast increase of business.

Responsible parties are ready to lease the premises, and carry out the improvements at their own expense. Let the City do it, if done at all, and have the benefit. A widening of the market house, by taking a strip out

of the northerly side of South Market street, cannot be accomplished, to my apprehension. Any expectations, therefore, of that kind, must be relinquished.

In July next, all the leases expire by limitation. Anticipatory of that event, preparations with reference to elevating the roofs and completing the alterations seasonably, might be commenced. No dog-in-the-manger policy will be satisfactory to the citizens. Either do this great thing ourselves, or permit others, who would thank us for the privilege.

By occupying the second story for vegetables, including fruits, and perhaps butter and cheese, made accessible by several flights of stairs, the whole of the first floor could then be given up for meats, thus immensely relieving the pressure, and enlarging the capacity of the market. The third story for counting rooms, agencies and offices would rent advantageously; while the fourth, exclusively given for the accommodation of military companies, could not fail of being superior to any other position in the City, for their armories.

With ample length of passage-way for marching exercises, undisturbed by inclemencies of the weather, the rotunda in the centre offers unsurpassed conveniences for drilling a whole regiment, completely under cover.

Were two more stories put upon the Register of Probate Building, the Water Board, City Solicitor, City Engineer, and some other officers, could be admirably located, for whom the City is now paying dear office rents, at inconvenient distances from the City Hall. The sums paid out in a single year in this manner, would nearly suffice for the alterations.

MARKET ORDINANCE.

Complaints, various and loud, against certain market regulations, perhaps not clearly understood, are common. The charge is this, that the stall keepers are unprincipled monopolists, and prices are kept up, through their immediate instrumentality.

Those who offer produce, of their own raising, have the right of vending it in every street, throughout the City, without interruption, and even within prescribed market limits, in market hours. The obnoxious ordinance, as it is denominated, was intended simply to keep professed speculators from the ground which they are prone to occupy, permanently, as fine stands for trade, rent free.

Successive committees, after a patient investigation, have uniformly reported in favor of sustaining the existing regulations. On the contrary, after diligent inquiry, I am decidedly in favor of free trade in marketing, by repealing all and every restriction upon the freest distribution of human food, wherever those having it for sale, choose to offer it to the people, subject only to that police oversight which shall prevent and punish frauds, prohibit unwholesome articles, and protect each and all in the lawful pursuit of buying, selling, and getting gain.

Further, I beg to ask your early attention to the necessity of building a shed market house at South Boston, another at East Boston, and a third in the middle of Washington street, where it has the greatest breadth, somewhere not far from Shawmut and Franklin squares. Give the country farmers a place to be sheltered, and in this particular, copy other cities, and the problem will soon be solved, whether the exorbitant price of provisions is chargeable to ourselves, to others,

or the circumstances of the times. Occupants of the Quincy Market are wronged in being accused of keeping up high prices and monopolising the necessities of life. By their skill, cash capital, and personal attentions, they have made the reputation of this far celebrated market. They are to be met and treated as gentlemen, and not driven out because a pound of beef is not sold for sixpence. To collect fortunes is the ruling ambition in other callings, and the more of them who succeed in doing so, the better market we shall have. If their rents are too low, raise them, and they will determine whether they can afford to remain. But let them not be aspersed because ordinary produce, like every thing else, costs more than formerly.

As the stores under Faneuil Hall, formerly occupied as a market, are rented with a proviso, that they are to be relinquished by the tenants, on six months' notice from the City, it is worth while to consider the expediency of restoring them to their original purpose. Nothing would be sacrificed in rent certainly; and it is altogether probable that by increasing market facilities, supplies would increase. Because the City has not had room enough of that description, private markets are numerous and remunerative.

LUNATIC HOSPITAL.

Imperative necessity, based on the never to be denied claims of the unfortunate, calls distinctly for amelioration of the insane poor. They are literally packed at South Boston. More room is absolutely required as one of the curative means; and more and better apartments, with a wider out-door range. Committees have not succeeded in fixing upon a place in the country, which is not objectionable on some accounts. Either the purchase of ample grounds have been thought too

expensive, too remote, or liable to a heavy taxation, which would lead to ultimate dissatisfaction.

After mature consideration, having examined several proposed localities for a new lunatic hospital, I believe that Deer Island is superior to them all. Being accessible by land or water, healthful, elevated, and unsurpassed for variety and beauty of marine prospect, no further explorations seem advisable. The House of Correction will be removed there soon, where there is ample territory.

New York has a similar establishment on an island, and particularly prized from that circumstance—walls and stockades, no inconsiderable item, in surrounding the quantity of land that is required for exercise, horticulture and other conveniences, are unnecessary. The medical profession, and the friends of humanity generally, and certainly those who are doomed to pay the bills, would arrive at the same conclusion, were they to give the subject an impartial examination.

The City Government is entertaining the expectation of running a steamboat, hereafter, to Deer Island, and abandoning sails altogether. The State wishes to participate in the expense, for the sake of carrying supplies to Rainsford Island; and a third partner is offered, solicitous of securing a regular conveyance, several times a day, where a bold enterprise is contemplated within the embrace of our magnificent harbor.

A short bridge of boats, any section of which might be almost instantly floated out by the tide, for the passage of the few vessels that enter the narrow strait on the north, separating the island from Chelsea, would give a clear carriage way of an hour's ride, from the City Hall to the institutions. Owning the land within our own jurisdiction, and discovering that no valid objections can be raised against it for the purpose here

proposed, economy, that last and clinching argument, ought to decide the question forever—that Deer Island is the place to build a lunatic hospital for the insane poor.

FIRE TELEGRAPH.

Of the efficiency and perfection of that curious apparatus, there is no diversity of sentiment. It is lodged, however, badly, in the third story of the City Building, in a room too small, poorly lighted, and worse ventilated. Lastly, this marvellous machinery, a scientific sentinel that never sleeps, but gives us seasonable notice of approaching danger, adjoins a stable, and therefore always in jeopardy from fires, to sudden destruction. The wires radiating from that centre are too much exposed, from a variety of causes, to derangement. Were an estate procured somewhere near the State House, and a tower raised in the yard, of sufficient altitude for commanding an extensive view of the town, having properly constructed apartments within, the contingencies alluded to would be avoided. The wires would be safer, the batteries less cramped, and in addition to all this, the Engineers of the Fire Department might there keep their office and records. The remainder of the property—a house for example—would not be injured as a dwelling, or made objectionable by reason of the tower.

FIRE DEPARTMENT.

Composed of efficient, orderly, indomitably resolute men, their success is eminently satisfactory. Their fearlessness and indefatigable labors to save life and property, commands the homage of admiration. They are restive, however, under the weight of an ordinance that deprives them of the humble privilege of meeting

together at the engine houses for the transaction of affairs strictly appertaining to their arduous profession. Firemen are free citizens, legal voters, and contributors to the support of our institutions. Why not grant them a boon so reasonable? Military companies meet at pleasure at their armories, unmolested. Surely the rights of one are as important as the other, and are entitled to our respect and attention. Both stand between us and our enemies. With the consent, always, of the Engineers, their very proper request, it strikes me, should be granted.

POLICE.

Since the new organization, the universal mead of praise has uniformly been awarded the department. It is composed of men whose moral and physical qualifications are undoubted. Discreet, kind, powerful, and yet merciful, no alterations are required to make it better in its general features.

STREETS.

Crooked, narrow thoroughfares are a misfortune to Boston, entailed upon it altogether by accident. One hundred thousand dollars hardly suffices for widening a few rods, where a square foot of land has advanced from one to three, five, and ten dollars. A persistency in gradually giving more width, as opportunity presents, ought not to be relinquished. Legislative authority must be solicited forthwith, for assessing abutters, who are benefitted by street improvements, such as straightening or widening, instead of longer pursuing our unjust and unreasonable custom, of obliging those who are not bounded where the betterment occurs, to contribute, by drafts upon the treasury, which belongs to the citizens.

Obtain the passage of such a law, common to other large cities, and Tremont street, from Boylston to Dover, may be made from eighty to one hundred feet wide; Harrison avenue reach State street; Friend be carried into Union, and Washington terminate in Hanover, where it should have been thirty years ago. Without the assistance of the Legislature in this respect, no progress can reasonably be anticipated. Therefore it devolves upon the City Council to leave no proper efforts untried to secure for Boston this important measure.

For the extension, grading and finishing of new streets at South Boston, and outlays upon those of East Boston, disbursements of magnitude have been made. Large returns will follow, through the development of new enterprises and an increased population. Give them well paved avenues, pleasant squares, deep sewerage, shady trees, gas and water. They will more than pay their proportion, by and by, for whatever gives the City a character.

Charles street would have been carried by the Jail and the Massachusetts General Hospital, northwardly, in the course of the past summer, had the Committee been armed with sufficient power to do it. A street over or through tide water, must have the sanction of the General Court. Increase of travel, and the crowded state of all the streets in Boston proper, manifestly show what relief might be had from an extension of Charles street, which the present administration, I trust, may render complete.

SANITARY PRECAUTIONS.

While many cities were severely smitten by a desolating epidemic, Boston mercifully escaped. Untiring activity in searching out sources of impurity, as the

cholera began to be developed, checked its mortality. By conducting surface water and offensive street accumulations under ground, the uniform good health of the City is unquestionably maintained. To the unceasing vigilance of officers charged with various duties appertaining to the Internal Health Department, perfect cleanliness, in the midst of a very compact population, is measurably secured.

In Boston there are sixty-eight miles of common sewers. A fraction over twenty-eight miles were constructed since 1848, varying in width from twenty inches to six feet. The sum total of cost, in round numbers, of the whole, has been four hundred and seventy thousand, five hundred dollars.

Stagnant fluids suffered to remain evaporating in gutters, are considered destructive agents, poisoning the air, pent up between high walls, and have always been regarded as immediate causes of disease. The Superintendent of drains and sewers, by patient personal attention, has become thoroughly acquainted with his department. A map of the sewers, pipes, conduits—their exact distance from each other, relative position and depth, when finished, must be exceedingly valuable, hereafter, in conducting street repairs, mending outbreaks and other damages.

BURIAL OF THE DEAD.

Burials within the City are not to be continued after April, without special permission, under peculiar circumstances, and then but temporarily. Masses of decomposing animal remains in tombs and under churches, cannot remain there with impunity in the heart of a City. An interdiction of intermural burials, is the first sanitary law that should be rigidly observed.

A suitable cemetery, however, ought to be found in the environs. A tract of fifty-five acres, approached by two railroads, at Readville, of a gravelly, dry soil, having an undulating surface, belonging to the City, could be set apart for a burial field with little or no preparation.

Trees, shrubbery and flowers, finely cultivated, are giving a pleasant aspect to all the burying yards. Statuary, suitably placed among the sepulchral monuments, also contributes to relieve them of their sombre appearance. Defective masonry in the range of above-ground tombs on Washington street, combined with the action of ice in winter, allowing mephitic exhalations to escape, offensive to the residents of the vicinity, indicates that they should be taken down and sunk below the sidewalk, and an iron fence substituted for the gloomy stone wall in front. By this alteration, equivalent to giving a third spacious square to that pleasant part of the City, would add immensely to the cheerful appearance, health and comfort of those who dwell in that neighborhood.

SECURITY AGAINST INFECTIOUS DISEASE.

An existing regulation that ought invariably to be complied with to the letter, insists upon the vaccination of every child, as a prerequisite for entering the public schools. That no parent may plead inability to secure the family against a dreadful scourge, the operation is free to all applicants. A central office fails to accommodate the poor at distant points. They ask that a physician may be appointed in each ward, for that gratuitous service, to be compensated by the City. The wonder is that it has not been attended to before.

SCHOOLS.

About one-fifth of the whole sum annually raised by direct taxation goes for the support of the schools. To this no strong objections are raised ; still, as the expense is certainly on the increase, it is becoming an anxious question, how bounds shall be fixed to this great disbursement of money. One plan, alone, suggests itself—and that is plainly this, viz: put up cheaper school houses.

By the impulses of trade, precincts formerly in the exclusive occupancy of families, are now the focus of mercantile bustle. Costly school houses, by these domestic revolutions, are without tenants, and subsequently sold at half price. In contemplation of future changes of this kind, build accordingly. It must come to this, and the sooner the better.

A High School for Girls is to be organized by the School Committee ; but its equipment will probably be deferred till the public library is transferred from Mason street.

ENFORCEMENT OF THE LIQUOR LAW.

Under a series of perplexing difficulties, the police have placed before the Grand Jury, in six months, four hundred and fifty-five violations of this law. A more vexatious service is rarely undertaken, since obliging witnesses to speak the truth is quite beyond the ability of public functionaries. An unrelaxing pressure of criminal cases, together with the proverbial failure to prove, in all instances, the infraction, where it was believed not a shade of doubt would be raised, has stood in the way of an indictment.

Very ardent friends of the law have often made confidential complaints against offenders, but fled on the

slightest intimation of being wanted as evidence, quite beyond the reach of a subpœna. Yet strange as it is true, they are loudest in their denunciations against the mayor for not enforcing the penalties of an outraged law.

Those familiar with the workings of self-interest in these prosecutions, to evade the penalties of a conviction, represent that there is a fearful amount of hypocrisy, misrepresentation, and wilful perjuries committed, indicative of a state of demoralization so truly painful, as to lead many of the staunchest friends of temperance to lament that the attempted suppression of a vice destructive to reputation and the body, should sometimes peril the soul by sins of a darker hue.

When presentments are sent to the Municipal Court, which is always overtasked with a plethoric docket, the prosecuting powers have repeatedly had the extreme mortification of having no heed given to them whatever, on account of the pressing nature of cases of another description. By long delays, evidence selected with discrimination gradually wastes away by removals and death.

Again, through the obstinate perversity of witnesses, cases break down when least expected. Thus the City fails to accomplish all that has been undertaken, through the inability of a tribunal created by the Commonwealth for the County of Suffolk, to take cognizance of presentments by the Grand Jury.

A wholesome temperance sentiment pervades this community; leading men give to it their influence and example. Health, morals, human happiness, and intellectual progress are promoted by simply conforming to a physiological law, which nature impressed upon every animal but man. Left to the exercise of his own erring judgment, less powerful than instinct in the

races below him, he first yields, and then falls a victim to a vice he abhors.

An experienced member of the bar asserts that it is a serious evil that delays and confusion characterise the Municipal Court. A formidable list of cases are usually awaiting trial; this is injustice at the fountain head. The accused suffer by procrastination, and, waiting till hope deferred makes the heart sick, is represented to be no unfrequent occurrence. Procuring judgment in civil suits, also, demonstrates a necessity for remodelling some of the courts.

Having briefly shown why violators are not punished, if the City Council wish to uphold and sustain the dignity of that law, a petition must be sent to the legislature for the organization of a new court, to meet the exigency.

With three Judges, authorised to hold monthly terms, and two courts in session the same day, losses of time now deplored would not occur. The anomalous feature of having three presiding Judges from the country alternately, with vastly more demanded of them than they can ever do in the Municipal Court, is a sufficient apology for asking for a tribunal adequate to the labors imposed upon it in the County of Suffolk.

LITIGATION WITH CITIZENS.

Juries bring in surprising verdicts against the City. Keep out of the law if a citizen is the antagonist. When claims are pressed for damages, and no settlement can be satisfactorily accomplished by a committee, place the matter with competent referees, and abide their judgment. Boston has lost thousands of dollars by contending, that might have been settled for hundreds.

APPLICANTS FOR OFFICE.

Numberless persons solicit responsible situations to take charge of the City's property and interests, who never took care of their own. Integrity, sobriety and industry are recommendations not to be slighted. Give no encouragement to political philanthropists, who possess specific remedies for social evils. There is a constitutional tendency in some minds to plunge into absurdities, and keep the little portion of the world in which they move, in a constant uproar. They are neither safe for counsel or reliable in office.

TAXATION.

On entering upon an exposition of the financial condition of the City, I would state that the disposable property which may be quickly available, should circumstances require, is substantially as follows: viz. 4,000,000 feet of neck lands, worth fifty cents per foot, \$2,000,000. Flats west of Charles Street, 8,490 feet, \$4,000. Gravel farm at Readville, 55 acres, \$5,000. Dorchester Street, South Boston, 85,400 feet, \$15,000. Wharf lot, Condor Street, East Boston, \$3,000. Jail Wharf, 30,546 feet, \$15,000. Stone Wharf, Commercial Street, 10,200 feet, at \$5 per foot, \$51,000. Bridge estate, Court Street, \$20,000. Land at South Boston, 1,993,775 feet upland, and 1,969,55 feet flats, \$500,000. Market House, \$600,000. Library Lot, Boylston Street, \$73,000. Public Garden, \$500,000, giving a total of \$4,811,000.

Formidable objections are raised at the rate of taxation. On coming into office, the expression was very general that the City Debt might not be enlarged; pay as you go was a homely, but common sentiment. True to the injunction, the debt was not increased one far-

thing in 1854, but on the contrary, actually diminished nearly \$50,000! And the City has on deposit this morning \$950,000 in ready cash.

With regard to the tax of 1854, it should be kept in mind that the annual appropriations for the expenditures were intentionally large, so as to cover all the estimated expenditures, without being obliged to resort to loans before the close of the financial year; and the prospect now is that this end will be accomplished, and that the ordinance on finance will be made effective, requiring that a sum equal to three per cent. on the City Debt, this year amounting to \$60,000, shall be annually applied to the reduction of the same.

Appropriations for school purposes were unusually large, being \$437,200, and requiring, as previously stated, one-fifth of the whole annual tax. That for new school houses alone, was \$142,500, a demand, the like of which will not probably occur again for years to come. No good citizen demurs at being taxed for the education of our children, but they do object to the erection of any more school houses at a cost of seventy thousand dollars.

For County purposes, over which we have but a small control, most of the expenses being for the courts and drawn by county officers, the sum exceeded, by \$30,000, the amount of the previous year. For widening streets, \$150,000 were consumed, being \$50,000 more than the preceding year's appropriation.

Other appropriations were necessarily increased; and on deciding not to borrow, but raise by taxation the whole amount required, an increased ratio of taxation was a necessary consequence.

It appears to have been the practice, of late years, to allow the expenditures to exceed the appropriations, and make up deficiencies by loans. It was the de-

termination of the Government of 1854 to avoid that course, and have the expenditures met by the ordinary income of the City and the taxes. How far this is good policy, is a question you will be called upon to determine, when the appropriation bill for the present year comes up to be acted upon.

Between \$200,000 and \$300,000 were raised by taxes in 1854, which, in the judgment of many, was a proper subject for loans,—being used in expenditures for improvements of a permanent character, not strictly coming under the denomination of current expenses. They were for new school houses; laying out and widening streets; constructing new streets, with sewerage; extention of water works, and some others of an analogous character. If money had been borrowed to meet these charges in 1854, the ratio of taxation would not have exceeded much, if any, the rate of 1853.

If it is thought advisable to adopt the old borrowing principle, permanent loans might be authorized for such works as have been named, payable by annual instalments. But they should not be permitted to interfere with the present excellent requirement of an annual appropriation, equal to three per cent. on the City Debt, to be applied exclusively to its reduction. The citizens would then be relieved from excessive taxation in future, when unusual expenditures were considered absolutely necessary.

In 1853, the tax was \$1,546,691, and in 1854, \$1,958,000, a State tax being included in both. The excess in 1854, was \$411,309, which is accounted for thus:—in 1853, a loan was made to meet, in part, the annual appropriations. In other words, the money was borrowed, that the taxes might be lighter, thereby increasing the public debt. In 1854 no such loan was contracted, which accounts for \$100,000. It was re-

solved in 1854 to have the appropriations large enough to meet all demands, without resorting to loans, by which the magnitude of the debt was beginning to excite apprehension.

An excess in 1854, on the appropriations of the previous year, was for schools and school houses, \$97,000; water works, \$17,000; widening streets, \$50,000; county expenses, \$30,000; paving, 10,000; internal health, \$18,000; police and watch, 19,000; fire department, \$12,000; salaries, \$10,000; interest, \$30,000; bridges, \$8,000; common and squares, \$6,000; reserved fund, \$5,000.

A State tax of \$98,600 was raised in each of the past years, and it will probably be required in 1855, which adds not far from fifty cents on the \$1,000 to the usual rates.

A very large amount of taxable property cannot be reached by the assessors, that may safely be estimated at millions. A legislative act compelling a return to be made of all trust funds, and for all corporations to give an exact and true return of property in their keeping, would materially diminish the weight that now bears down too heavily on some individuals, while others bear no just proportion of the public burdens.

Thus in the plainest manner, I have endeavored to present my own survey of what I conceive would permanently advance the prosperity of Boston, in connection with its present fiscal condition. With unbounded credit, rich in commercial, domestic and intellectual resources, its advancement cannot be circumscribed, nor its influence estimated, so long as the public faith is inviolate, and those who are elected to administer the municipal government, heartily co-operate with the citizens in sustaining its established reputation for benevolence, industry, and well directed

enterprise. To that end, my best endeavors will be united with yours, and may our joint labors be blessed for the good of the City; and when at last the silver cord of life is broken, may we have so lived, that conscious of our high privileges and unmerited blessings, each one of us may hope for the reward of faithful servants, and our last aspirations be GOD and OUR COMMON COUNTRY.

THE
INAUGURAL ADDRESS
OF
HIS HONOR ALEXANDER H. RICE,

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

JANUARY 7, 1856.



BOSTON:
MOORE & CROSBY—CITY PRINTERS, 1 WATER STREET.
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C I T Y O F B O S T O N.

In Common Council, January 7, 1856.

ORDERED, That His Honor the Mayor, be requested to furnish a copy of his Address, delivered this day, that the same may be printed.

OLIVER STEVENS, *President.*

A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

By the exercise of that prerogative which is the cherished heritage of freemen, we have been called, in a degree, from our accustomed pursuits, to conduct through the following year the affairs of this ancient City.

Appealing to us through her illustrious history, by considerations the noblest and most persuasive that can be addressed to an honorable and grateful people, she seeks to inflame us with that pure devotion to her welfare which can be nurtured only by unselfish aims.

Exhibiting on every hand her institutions of religion, education and charity, the bounteous memorials of those who have preceded us in citizenship and council, she incites us to generous rivalry with them, in sustaining unimpaired these monuments of her social elevation and progress.

Early in the foremost rank among the commercial cities of the country, she was the first freely to dispense capital and enterprise upon those works of internal improvement which seek the annihilation of time and distance, and which have extended our direct

communication, not only to neighboring States, but to the provinces on the North and East, and to the rising cities and waving harvests of the mighty West.

Stimulated still by the rapid growth in her immediate vicinity, of a vast population, busy, prosperous, intelligent and happy, and by the flowing products of that wise and fortunate union of capital and labor which has wrought with creative power upon the industry of New England, she may well expect us to regard every facility within the province of her legislation, which may promote and strengthen her mercantile growth and importance.

Established in integrity as firm as her own changeless hills; with a public credit renowned wherever virtue is cherished and honor valued; with the reputation for individual probity among her people, which has been her pride at home, and their passport to every social and commercial privilege abroad, she appeals to us for the continuance of that prudence, watchfulness and fidelity to every interest, which may transmit this distinction to generations yet to come.

By the provisions of the City Charter, we are entrusted with "the administration of all the fiscal, prudential and municipal concerns of the City, with the conduct and government thereof." I shall not be expected to compass in these remarks the details of so wide a field of duty as is here presented, nor, at the outset, to define a policy applicable in every particular to the various departments of the City Government. But it may be expected, and it is appropriate, that a general view of our duties should be presented, accompanied by such

suggestions as may now seem worthy of consideration, leaving their final adoption or rejection to be determined by closer examination and the teachings of experience. And it may be proper to state, at the outset, as the guiding principle of our administration, that my conception of our duty, in accordance with the general demand of our fellow citizens, inclines to the exercise of discretion and sagacity in perfecting, if possible, the institutions and means which we already possess, rather than to embarking in new and dazzling municipal enterprises, which, however promising, may prove in the end to be only costly experiments; not that we should shut our eyes against the recognition of new facts which the wonderful activity of the times is daily unfolding; not that a city which has led off in so many useful and noble schemes for the benefit of her people, should now fall behind her competitors; nor that we should pertinaciously cling to any policy *simply* because it is old, and in the course of its experience has done good service.

The rapid extension of the City over territory heretofore unoccupied, the changes and transformations effected or demanded by the increase of business, and the necessity for its accommodation in new and hitherto unsuitable localities, the steady growth of our population, with the whole tide of facilities necessary for its convenience and support, all point to a future, which must, at whatever cost, be furnished with means and appliances commensurate with our increasing wants. But even this consideration, supported though it should be by a full treasury, and by the well-known liberality and wealth of our people, does not justify

prodigal expenditure, since the general truths applicable to the thrift and success of individual enterprise, are equally pertinent to corporate institutions, whether for business or government. In the examination of our municipal affairs, therefore, let our first inquiry be for any useless wastes in the current expenses, and let us stop them, if found. Next, let us inquire whether the means employed in each department are adequate to the purpose intended ; and if not, whether they can be made so by modification. Wherever radical changes are necessary, let them be made ; but on the scale of strict economy, regarding everywhere utility rather than ornament, but blending both in the degree appropriate to our condition. And by economy I by no means intend mere pecuniary stint, to serve the purpose of to-day, but that wise and judicious disbursement which, in works of permanent necessity, shall through a series of years require least change or additional outlay.

It is no unusual complaint, that too much is expended upon specific objects, when first undertaken, and that a scale less ample would well enough answer present purposes, leaving the burden of future necessity to be borne by those who shall succeed us. And, in some instances, doubtless, this complaint is reasonable and true ; but its converse is also frequent, and is equally true in its application to another class of expenses, namely, that a moderate investment at a fortunate period might have prevented certain now irremediable evils, and avoided the necessity of vast outlays for present safety and convenience. If we compare these two classes of complaints, and analyze

their foundations, we shall find their significance to be this: In the affairs of this, as of every community, there are certain objects and interests which are purely incidental or empirical, and others which are permanent and certain; and the successful study and application of economy depends much upon discrimination at this point. The first of these classes of objects admits of the practice of the most rigorous and stringent pecuniary limitations consistent with a proper provision for immediate wants; and more than this is liable to leave monuments of folly behind it; while the latter class admits of the ampler scale which looks to the requirements of growth and progress: the governing principle in each case being respectively the same that guides the prudent man in the regulation of his current expenses, and in the selection of his permanent investments. No folly can be greater than to provide for an age what may be superseded in a day, or to build for a day what should have compassed the wants of a generation.

FINANCES.

There is difficulty in presenting an intelligible and yet comprehensive view of the financial condition of the City, from the fact that the expenses of consecutive years are necessarily involved together, that the municipal and financial years are not conterminant, and that the liabilities of the City do not appear in the books of the Auditor or Treasurer until appropriations have been made by the City Council; though contracts may have been made, public improvements authorized,

or damages incurred, involving actual indebtedness to an extent which is to be afterwards ascertained. Whatever statement is presented, therefore, must be regarded as somewhat approximate, nominal and temporary; since the nature of the case hardly admits of such a view as might be presented of a concern suspending business and going into liquidation of its affairs. Could we suspend all public improvements, of every description, it is clear that the amount of money to be raised in any one year, would be the actual expenses of conducting the government for that year, plus the loans then maturing, and the interest on the balance; and if these items could be definitely ascertained at the commencement of the financial year, we should then have a definite view of the total liabilities of the City, and we could determine a rate of taxation which should provide for the current expenses, to a certainty; and also for an annual per centage upon the amount of the City Debt, which should make its liquidation positive within a fixed term of years. This net debt would become the amount of loans actually authorized and funded, less cash on hand, bonds, &c., and the value of the public lands, the proceeds of whose sales are specially appropriated to this object. Since, however, public improvements must continue to some extent, and since the annual amount of appropriations is based upon estimate and not upon fact, and this estimate frequently proves fallacious, rendering special loans necessary to meet deficiencies, or to provide for new projects; the actual net City Debt becomes an indefinable sum, contingent upon the amount of these new loans, and upon the purposes for

which they are made ; whether for mere outlay, as for example, in paving ; or for investment, like improving the public lands, by which, possibly, their value might be increased, and offset the increase of indebtedness by an increase of means. It will be perceived, moreover, that this difficulty is, so to speak, organic ; that is, it lies in a primary necessity, to some extent, beyond the option of legislation. For if the City increases, its wants also increase, and involve cost. This cost may be met by means on hand, if sufficient ; if insufficient, more must be raised by taxation or loans ; if by loans, then the debt is increased. With these preliminary observations, I proceed to the following statement of the City Finances, prepared at the Auditor's office, and representing our condition this day :

The *City* Debt, at the beginning of this financial

year, May 1, 1855, was	\$1,747,188 66
Added since by funded loans,	91,500 00
	<hr/>
	\$1,838,688, 66
Paid since,	4,000 00
	<hr/>
Funded City Debt,	\$1,834,688 66
Add loans authorized, but not negotiated,	502,500 00
	<hr/>
Total <i>City</i> Debt,	\$2,337,188 66
The <i>Water</i> Debt was, May 1, 1855, \$5,403,961 11	
Paid off since,	62,000 00
	<hr/>
	5,341,961 11
	<hr/>
Total consolidated Debt, Jan. 7, 1856,	\$7,679,149 77
The means of meeting this debt are:	
Cash,	\$520,627 92
Bonds, &c.,	658,352 23
	<hr/>
	1,178,980 15
	<hr/>
Net consolidated Debt, Jan. 7, 1856,	\$6,500,169 62

<i>Amount brought forward,</i>		\$6,500,169 62
Additional means, the Public Lands:		
The consolidated debt, December 20,		
1854, was	\$7,628,142 32	
Means on hand,	1,324,607 67	
Net debt, Dec. 20, 1854,		\$6,303,534 65

Other loans will probably be needed before the close of the present financial year, for the Library Building, House of Correction, incidentals, &c. Large sums must also be provided for in the financial year 1856-7, to meet the expenses of the extension of Friend Street, of opening Chauncy Place, and of other undertakings, authorized and commenced by our predecessors, but to be completed and provided for by the present City Council. What the aggregate amount of these will be, is at present unknown.

S T R E E T S.

It should be constantly remembered, that Boston is subjected to one item of expense which is almost unknown in cities of more modern origin, or of more perfection in their original plan. The numerous narrow and crooked streets which well enough answered the convenience of a provincial town, are found to be totally inadequate to the wants of a great city, daily becoming more and more crowded with business and population. The sum appropriated or expended for widening and improving streets during the past five years, has been three hundred and eighty thousand dollars. No provision exists for defraying this heavy expense, except direct taxation and loans; and since

it seems inevitable that these improvements must continue, until a considerable portion of our original territory has been rebuilt, and that there is scarcely an instance where the estates abutting upon these improvements are not greatly enhanced in value by them, it seems but simple justice that the cost of necessary alterations should be in part met by those who are pecuniarily benefited thereby; leaving to the public treasury only that portion which is commensurate with the increase of public convenience. You are fully aware, doubtless, that legislative authority will be necessary for the accomplishment of this desirable end.

Until this authority is obtained, great caution should, in my judgment, be observed, in undertaking large street enterprises, except in those cases where individuals interested will liberally co-operate with the City in the accomplishment of improvements which appear inevitable within a limited period. Had the City Government the powers requisite to project these enterprises upon a larger scale and equate the cost, as before suggested, there can be little doubt that economy would, in many cases, dictate that they be earlier undertaken and more rapidly consummated. Indeed, our municipal history furnishes examples where penetrating forecast, coupled with ample means and a bold exercise of executive authority has accomplished the grandest results in similar improvements, when viewed simply in the aspect of pecuniary speculations. Under the present limited powers of the city in this matter, something must continue to be done; and this much should be accomplished strictly in accordance with plans for the prospective improvements of adjacent

estates, where such will ultimately be required. In view of what appears the inevitable necessity, at no distant day, of widening and extending some streets, not only for the accommodation of business, but also for relieving some of our great thoroughfares of travel, I commend to your consideration the expediency of procuring such authority as shall in such an emergency protect the City's interests.

Intimately connected with this subject, is the great expense annually incurred for paving, cleaning, and lighting the streets. In no particular has the reputation of the City been better sustained, and the health and general comfort promoted, than in the cleanliness and good order of our streets. These objects must suffer no abatement, from pecuniary considerations. Inventive genius in the minds of several of our citizens has suggested various improvements over the common cobble-stone pavement; and experiments, with the view of testing their practical utility, have been made during the past and immediately preceding years, at points likely to demonstrate their comparative value. So large is the cost of the street provisions in the particulars above referred to, that they should receive, with other disbursements, special examination, both as to materials and labor employed, and the economy of their supply. While upon this subject of streets, and somewhat immediately connected with the point under consideration, I venture to suggest that additional regulations seem necessary, or that existing ones be enforced, with respect to occupying large portions of the public streets and sidewalks with brick and lumber, while building upon abutting estates. The public

convenience ought not to yield to private accommodation, beyond reasonable limits; yet it almost invariably happens that, while building, the entire sidewalk and a considerable portion of the street are occupied for weeks or months, forcing pedestrians, at the peril of their personal safety into the street, which is often necessarily dirty, and at points excessively crowded with vehicles. It seems reasonable that a portion of the sidewalk should always be reserved for free passage, or that a plank sidewalk of suitable width for single passengers should be constructed around the building materials, whenever the entire closing of the sidewalk is indispensable.

THE PUBLIC LANDS

Constitute an interest of primary importance to the City, both as a source of revenue for the gradual liquidation of the City debt, and as collateral security for its fiscal obligations and the basis of public credit. The discretion with which they are managed may therefore be regarded as being, in no small degree, indicative of the wisdom of any municipal administration.

Considerable diversity of opinion has prevailed, respecting the policy governing these lands, which shall best promote the public advantage. On the one hand, it has been urged that so limited is the territory of the city, and so increasing the demand for dwellings within a short distance of business, that but little time can, under any circumstances, elapse, before all these lands will be wanted, and at prices so high that they will

ultimately yield more by being reserved than if sales be effected at present prices, with the advantage of some saving of interest and outlay.

And this view is supported by the fact that the value of land in adjacent cities and towns is rapidly advancing, and for this reason less inducements are presented year by year to those who seek suburban residences on the score of economy; and also by the fact that as our lands diminish in quantity, they will advance the more rapidly in price. On the other hand, it is argued that these lands are not proper objects for speculation; but, on the contrary, that they should be removed as far as possible from its influence, and be converted to legitimate uses as rapidly as opportunities offer; and that, with this end in view, the sooner they are covered with taxable property, the sooner shall we realize their value. There can be little doubt that one incipient cause of the rapid increase of population in the vicinity of the City, has been the high price of land in Boston, and the scarcity of dwellings adapted to the wants and means of persons of moderate circumstances. The frequent and easy access to cheaper lands by railroad, has not only taken from the City great numbers of people whose business and social attachments are here, but has also diverted the attention of builders to the same localities, where hundreds of thousands of dollars have been expended in building up new communities out of population legitimately our own. This population is lost to us, in a great measure, with respect to their interest in our municipal concerns, and in the support of the various philanthropic institutions and enterprises which have so distinguished our community; and, in

many cases, while reaping all the advantages of liberal and expensive public provisions for the security of their property and the transaction of their business, they often bear but an inadequate proportion of their cost.

During the past few years, increased attention has been paid to beautifying and rendering more available the vacant lands upon the Neck, and in those inviting localities, East and South Boston; and the handsome squares and stately edifices which now adorn places hitherto waste and comparatively unknown, and the rapid growth of whole streets of commodious and comfortable dwellings in localities of less value, but scarcely less ineligible than the squares, clearly indicate the readiness of people of all conditions to select residences within our municipal limits, whenever proper inducements are presented.

Enterprise and capital on the part of builders have been expended upon these lands to a much greater extent than could reasonably have been anticipated; and, as I am happy to learn, with such success as to warrant continuance. It has been stated, upon what may be regarded as reliable authority, that since the first of April last, more than two hundred and thirty buildings have been erected in that portion of the City south of Pleasant street alone; many of which are for private residences, and compare favorably with similar structures in any of the great cities of the Union. In addition to these, about sixty buildings, mostly of brick, have been completed since the first of January of last year; and the foundations of about forty more have been laid; making in all nearly three hundred and fifty buildings there erected or commenced during

the year 1855. The advantages for manufacturing establishments, of location in the vicinity of tide water; the saving in cost of transportation of raw materials and mill products; together with the constantly approximating expense of steam and water power for driving machinery — all these and other considerations are beginning to attract the attention of persons interested in these enterprises, to the advantages which Boston presents, both as a site for the manufacture of goods, and a favorable market for their sale and distribution. From the statistics recently collected and compiled in the office of the Secretary of the Commonwealth, it appears that the productive industry of the City bids fair to rival, at some period, even the returns of its commerce. It seems expedient, therefore, that the City Council should, to the fullest practicable extent, facilitate the sale of these lands for building purposes, under such limitations and restrictions as shall insure their speedy occupancy.

The importance of the subject will, I trust, excuse the further extension of its discussion. The City still owns public lands at South Boston and South of Dover street, of upland and flats, over seven million square feet, of the estimated value of two million five hundred thousand dollars, besides landed property to a large amount in other places. It is obvious to every judicious mind, that the management of so vast an estate as this, to be improved and finally disposed of, ought not to depend on the chances of inexperience, or the fluctuations of judgment on the part of committees which may be annually constituted by the City Council, whose members are elected for a single year. Apart

from the views which have already been presented, there is a great consideration of future health, beauty, convenience and economy to be settled, in respect to these lands; and unless we are prepared, with the future requirements of the City before us, to assume the responsibility of renewing the mistake which was made by the early settlers of Boston, and to hazard the necessity, within another quarter of a century, of repeating the same work of demolition, and of straightening and widening streets, which is now going on in the older sections, it is indispensable that both the policy adopted, and the managing power over these lands, shall assume and maintain a good degree of permanency. Other considerations which support these views are the necessity for forecast and judgment respecting the classification of these lands for the various purposes seeking accommodation; that there shall not be an unhealthy and depreciating mixture of dwellings, laboratories and manufactories, with all its attendant inconveniences. In order to attain ends so desirable, I am induced to recommend to your consideration the expediency of constituting a more permanent body for the management of these lands, upon such a plan as shall secure all the advantages of experience on the one hand, coupled with a fresh influx of popular enterprise and vigor on the other, and preserving with both a prudent continuity of plan and purpose. We are met at the outset with the objection, that the experiment of a Board of Land Commissioners has been once tried, and, for reasons satisfactory to our immediate predecessors in office abandoned. Without designating to enter upon the reasons for this course, it

is sufficient to say, that the powers given to that Board by the ordinance establishing it, were too limited to admit of its successful action; and the division of its proper prerogatives with the Public Land Committee of the City Council, rendered the whole managing authority too cumbersome to be either profitable or convenient. It would not be expedient to repeat that experiment. It is important that the whole control of these lands, apart from the usual concurrent action of the City Council, should be vested in one body; and the only striking objection to the present arrangement of a Joint Standing Committee on this subject, is the liability to hurtful change in its members. It seems to me that, by suitable modifications, this Committee may still retain all its present advantages, and attain those which are needed in addition.

THE PUBLIC SCHOOLS

Have always constituted the pre-eminent distinction of our city, and have been the models of systems of free instruction elsewhere established. For no object do our citizens more cheerfully contribute, and the success of none affords juster satisfaction.

Under the consolidated organization of the schools, as it is termed, the relative cost of conducting the Grammar Schools has, as I am informed, been somewhat reduced; and though the increasing number of pupils, the construction of new school-houses, and the expenses incident to desirable changes, have hitherto rendered the customary large appropriations for school

purposes necessary, yet it is to be hoped that this department may now be found so well supplied, as to justify, for the present, at least, a suspension of heavy outlays beyond liberal appropriations for current expenses. Grammar school-houses, commodious and elegant structures, are now in process of erection at East and South Boston, and upon the neck ; and also several primary school-houses in localities where they were much needed. It is estimated that there are within the City about thirty-two thousand children of suitable age to attend school, and that twenty-four thousand of these are in the public schools, and that of the balance all but about five hundred are under private instruction. So universal a regard for the education of the young not only reflects the highest honor upon our community, but deserves, and should receive, the most liberal encouragement from the City Government. Its parallel cannot, probably, be found in any City in our land. For further particulars relating to the powers and duties of the School Committee, which were materially changed by the City charter recently adopted, and for a more complete view of the present condition of the schools, I take pleasure in referring you to the first annual report of this Committee, and to the accompanying report of the able and accomplished Superintendent of Public Schools, both of which have just been issued.

THE PUBLIC LIBRARY,

Which may be appropriately regarded as the culminating provision of our free educational system, is com-

mended by the universal sentiment of our fellow citizens to the special favor of the City Council. The distinguished and beneficent gentleman, who has indissolubly associated his name with this institution, will receive the lasting gratitude of a community in which is daily deepening the appreciation of his thoughtful munificence, and which is already enjoying the foretaste of those intellectual privileges which, when completely organized and furnished, the Public Library will afford. The commodious and substantial edifice now rising on Boylston street, will furnish ample accommodations for a great literary exchange, open to persons of both sexes and of almost all ages, who may enjoy its advantages without cost, and under as few restrictions as are compatible with the maintenance of its privileges and the security of its property.

This building will probably be completed during the present year, and the names of the eminent gentlemen who compose the Board of Commissioners for its erection, remove all solicitude respecting its faithful and timely progress and its adaptation to the use intended. The original estimate of the cost of the Library building was one hundred and thirty-one thousand dollars, and those familiar with the subject are confident that this sum will prove sufficient. The ordinance fixing the powers of the Commissioners provides that the amount of money to be expended by them shall be determined by the City Council, and that the aggregate of all contracts made, and money expended, shall at no time exceed the amount previously appropriated by the City Council for the erection of this edifice.

But ninety-five thousand dollars have thus far been appropriated, and I improve this opportunity to bespeak your favorable and prompt consideration of whatever additional appropriations may be required for its completion.

P U B L I C I N S T I T U T I O N S.

Among the subjects referred to the present by the last City Council, is that contained in the report of the Committee on Institutions respecting the expediency of placing all the Public Institutions of the City under one Board of Overseers. The institutions here referred to are the Houses of Correction, of Industry and Reformation, and the Lunatic Hospital, each of which is, at present, under the direction of a separate Board, whose aggregate number is needlessly large for this service. It is obviously beneficial to secure the greatest unity and simplicity of purpose and action in the management of institutions of a kindred character, and necessarily connected as component parts of one whole public charity. Under the present organization, while the several Boards have fulfilled their respective trusts with unquestioned fidelity, there has been but little concerted action ; but on the contrary, the very anxiety on the part of each to secure every advantage to which their peculiar charge is entitled, has in some instances, perhaps, led to jealousy of privileges sought by the neighboring institutions, and which might often be granted without detriment to any. Were all these institutions under the government of one Board,

elected for different periods of service, with a suitable representation of its members in the City Council, and the remainder chosen from the citizens at large, and vested with appropriate powers, it is believed by those best able to judge, that the institutions would be greatly benefited and the public economy promoted.

That there is also need of a new classification of the inmates of these houses is admitted. There is no propriety, but great injustice and cruelty, in sending those, whose only inheritance is misfortune or poverty, to dwell with criminals by inclination and practice ; and especially in sending the young into the midst of associations calculated to deaden their moral sensibilities, and to stifle the highest aspirations of immortal beings. Yet there are old and young, the chaste and the dissolute, the alien and the poor from our own community, housed in humiliating or pernicious intimacy in some of these establishments. Economy of supplies also demands this change, as it is improbable that separate committees, purchasing at different places and without concert, and often, doubtless, with that haste which is all that men in active business can sometimes give to extraneous calls, could purchase as judiciously as a single committee, or as one proper person might do, if appointed general purveyor for the whole, under suitable restrictions and advice.

I would also suggest inquiry respecting the conditions for the support of these officers, who are now allowed for their services a fixed salary and their family expenses. Objections to the system are obvious. Economy is a habit of prudence, rather than an original element of character, and depends much upon cultiva-

tion and practice. The daily supply of one's wants, which involves no necessary regard to cost, is opposed to the cultivation of this habit, and its influence is unsalutary wherever else it extends. No one of the estimable officers at the head of these institutions, whose services the City has sought for so many years, and who have received so many proofs of its high appreciation of their fidelity, would say that the public treasury ought not to have the safeguards which they would recognize as essential in the management of their own affairs, and more especially, as the present system is equally open to abuse from the opposite quarter; since the government might impose upon the immunity of the officer for entertainments to the aggregate annual amount of his own living, and yet the delicacy of their relations might forbid his placing the odium of these superfluous expenses where it justly belongs.

I am informed that additional accommodations may be required for the boys in the House of Reformation who are now necessarily provided for, to some extent, in the Boylston School.

The change in the policy of the Commonwealth respecting the support of its insane paupers, has so far relieved the Lunatic Hospital, as to render its capacity sufficient for present wants; and the question of purchasing a site and erecting a new building, which has been the subject of much solicitude in previous years, is fortunately put at rest; and no appropriations, except for its current expenses, will probably be necessary for this institution. Extensive alterations are progressing in the brick building on

Deer Island, in anticipation of the removal of the House of Correction to that locality, towards which the attention of the City Government has been long directed, as the ultimate site of most, if not of all, its public institutions.

M A R K E T.

Among the subjects which may demand your attention are our market regulations, and the investigation of any causes, within the sphere of municipal authority, which may lead to alleged abuses, and of their appropriate remedy. As this subject demands much inquiry and research, before an intelligent opinion upon it can be formed, it is not my purpose to say much more than to recommend that it be undertaken in the spirit of entire impartiality.

That the price of provisions is much higher in Boston than in other large cities, is a prevalent idea, and whether justly or otherwise, the public has the impression that this evil arises from existing market regulations, for which the City is responsible. The simple fact stated respecting the price of provisions, does not, of itself, justify the conclusion drawn. There are causes which, in some degree, account for higher prices here than are paid in other cities, which imply no abuses on the part of dealers. It is stated that the quality of provisions sold here is superior, for the most part, to that of those with which the comparison is made, and that the cost of preparing provisions for this market, is greater than for others. There is manifestly a physical

difficulty in the way of rendering this a cheap market for fresh provisions. The soil of New England is, for the most part, unsuited to agriculture. The population of our State is dense and given mostly to manufacturing, mechanical and mercantile pursuits, numbering, therefore, few producers and many consumers. Local demands require and absorb what is raised in each neighborhood, and consequently the great mass of supplies which reach Boston, is raised upon expensive land, worked at high cost, or has been subjected to longer transportation and corresponding freights. The location of the cities with which the comparison is most often made, is quite different in this particular; they are to a greater extent the natural outlets of farming districts. While, therefore, this circumstance ought, in some degree, to prepare us for higher prices, it also furnishes a cogent reason why there should be no needless causes to aggravate the evil. Owing to the removal of families from the vicinity of Faneuil Hall Market, it has changed materially from fulfilling its original purpose of supplying families with their daily wants, and has become a wholesale depot of provisions, almost as much for the neighboring cities and towns as for Boston; and, as I am informed, establishes the price of provisions for the greater part of New England; while numerous smaller establishments have arisen in all parts of the City, which afford convenient supplies to our citizens, but which necessarily involve additional cost. Various plans have been suggested for reducing the price of provisions, such as selling the market building, enlarging it, &c.; but it is not apparent how the mere title to a particu-

lar building, or its capacity, should materially affect the price of provisions for the whole community. The evil, however, exists; and while it is the duty of the City Council to exercise all its powers to correct it, whether by privileges or restraints, it seems proper, also, that our citizens themselves should seek a remedy through business channels, in the same manner as changes are effected in other branches of trade, by facilitating the communication between the producer and the consumer, and by reducing all intervening expenses.

THE FIRE DEPARTMENT,

Upon which the security of the property of our citizens and the public safety so much depend, is in its usual efficient and praiseworthy condition. The steam fire engine, purchased some two years since, has not yet been tested in actual service at fires; but there is a general desire that it may be kept in proper condition for use, should there be occasion, by reason of a great conflagration, when the amount of hand apparatus might be insufficient. The value of this machine can only be tested by use; if upon trial it is found a valuable auxiliary to the fire department, it should be made and kept available for that purpose. If found to be a useless machine, the sooner the fact is ascertained the better, that the necessity which it was designed to meet may be otherwise provided for.

W A T E R.

The present condition of the Water Works, and of other interests in that department, will soon be brought before you in the report of the Water Board. All the outstanding claims against the City, occasioned by the original construction of the works, have been settled.

The supply of water proves to be abundant for all needful purposes, and there has been no return of the impurities therein, which for a time caused so much inconvenience and such general anxiety. For the long, able and arduous services of the Water Board, its members are entitled to the grateful returns of their fellow citizens.

C O U N T Y E X P E N S E S.

No subject to which I can allude appears to require more earnest attention than our county expenses. By an act of the Legislature of 1831, it was provided that the town of Chelsea should release to Boston all its title and interest in whatever real or personal estate then belonged to Suffolk County, and that Boston should have entire control and jurisdiction of the county institutions, courts, &c., upon condition that some court within the City should have jurisdiction of Chelsea affairs; and that in the assessment of taxes, Chelsea should not be taxed any thing for county purposes. This act was to continue and be in force for twenty years, and thence afterwards, until altered by the Legislature.

When this connection was formed, its conditions were doubtless equitable to the interests of all concerned. The rights of the town of Chelsea, in the county property ceded to the City, were of small importance; while the burden assumed by Boston was that of the county expenses of a small population, having only indirect communication with the City, and whose requirements in this relation would probably be very small. Since that period, however, the territory of the town of Chelsea has been twice divided, and now embraces the thriving towns of Chelsea, North Chelsea and Winthrop, with an aggregate population of some twelve thousand people,—nearly equivalent to the population of an entire ward of the City; all looking to Boston for county privileges, and yet no one of these towns pays a dollar towards defraying the county expenses. Moreover, by a more recent act of the Legislature, the County Commissioners of Middlesex County have authority over certain matters within these towns, instead of the Mayor and Aldermen of the City of Boston, who are, by law, constituted County Commissioners for Suffolk, so far as the duties of such officers appertain to affairs within our City limits. Under existing conditions, therefore, the officers of another county are by law empowered to construct highways and other public works in three of our neighboring towns not tributary to us, which must be paid for out of the treasury of the City of Boston.

Other matters of inequality in this relation are excluded by the scope of this communication, with a single exception, which is of so much consequence as to demand special notice at this time. The last Legisla-

ture of this Commonwealth passed an act establishing a new court for Suffolk County, called the Superior Court, to have jurisdiction in all cases that the Court of Common Pleas then had in this county. This act provides for this court, besides the other necessary officers, a Chief and three Associate Justices, who shall also be *ex officio* Justices of the Municipal Court of the City of Boston; and it also provides that all the expenses incurred in the administration of justice under this act, including salaries, shall be paid by the City of Boston. It is not my province to discuss the necessity for this Court, or the constitutionality of its establishment; but the consequences of its existence upon financial interests are proper subjects for comment, and ought to be clearly understood. By this act, it will be observed that the Court of Common Pleas will no longer hold sessions in this county, and that the entire expense of its substitute, and of the Municipal and Police Courts, about two-thirds of which has heretofore been paid by the Commonwealth, will hereafter be required of the City of Boston. From official sources I have information that, upon the basis of the court expenses of 1854, the additional cost to the City consequent upon the establishment of this court, will be in the neighborhood of \$50,000 per annum.

There seems to be wanting some good and sufficient reason why the City of Boston, representing the County of Suffolk, should be made the exception to every other county in the State, in being deprived of its proportionate share of relief in this class of expenses. And even if it be compelled to bear all its own court expenses, with what justice or propriety can it be called upon to

bear the whole expense of a Court which has jurisdiction over three towns in the County whose inhabitants are not taxed at all for its support, and especially, why should it be obliged to bear its proportion of the expenses of the Court of Common Pleas after it has ceased to have any jurisdiction whatsoever within the County of Suffolk ? It is observable that under the act of 1831, upon which this connection in county affairs between Boston and the towns referred to depends, the connection would have expired by limitation nearly five years ago ; and that it now exists only under the provision, that it should continue until altered by the Legislature. From the limited attention which I have been able to give to this subject, and from the information that has been given me, I am persuaded that the whole basis of the county expenses is inequitable ; and I commend such action as shall be necessary to effect its thorough reconstruction.

I have thus endeavored, Gentlemen, to set before you some of the leading interests which will constitute the sphere of our common duty. Of the imperfect manner in which this has been done, no one can be more painfully sensible than myself. Other topics and further details, if necessary, will form the subject of special communications, as occasion may require. I would gladly be the medium of deepening the sense of responsibility which rests upon every member of the City Council, in view of the great trust committed to our care, the full contemplation of which, I confess, has become somewhat oppressive. A sphere of duties so various and so incorporated with interests purely local and often personal, is beset with embarrassments on

every hand, and few have been able to retire from it attended by the full approbation of those whom they may have faithfully served. In the spirit of magnanimity, rarely exhibited, our fellow citizens have honored us with their confidence, asking no other pledges than that we shall serve with fidelity the best interests and common welfare of our beloved City of Boston. Let us here pledge to each other our mutual support and co-operation in the spirit of forbearance and conciliation ; and, summoning our best purposes for an impartial and fearless response to every reasonable expectation, let us go forward to our duties in full reliance upon that recompense which is the ultimate reward of public fealty and personal uprightness.

63492

City Document.—No. 1.

THE

INAUGURAL ADDRESS

OF

HIS HONOR ALEXANDER H. RICE,

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

JANUARY 5, 1857.



BOSTON:

GEO. C. RAND & AVERY, CITY PRINTERS,

NO. 3, CORNHILL.

1857.

C I T Y , O F B O S T O N .

In Common Council, January 5, 1857.

ORDERED, That His Honor the Mayor be requested to furnish a copy of his Address, delivered this day, that the same may be printed.

OLIVER STEVENS, *President.*



A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

We are assembled by the returning year to assume our official labors and responsibilities, under circumstances of general prosperity and encouragement. That Gracious Being whose directing providence may be seen not less in the affairs of men, than in the beautiful order and harmony of the physical universe, has continued to our beloved city the possession of those high intellectual and social privileges which have been her distinctive characteristics in the days that are past. During the year just closed, no desolating pestilence has visited her borders, sweeping promiscuous multitudes from her streets. No devouring conflagrations have laid waste her property or dwellings. Domestic discord has found no resting place in the hearts of her people. A thriving commerce continues to bear its treasures to her wharves;—iron roads gather the fruits of the forest, the field, and the factory; while industry everywhere meets its full reward, and crowning plenty scatters her bounty with unsparing hand. The supremacy of law is universally

recognized, and its authority respected ; the love of knowledge is still vigorous and aspiring, and the principles of a life-giving Christianity are widely diffused and reverently cherished. For us who are called to the administration of affairs, there remain the same incentives to fidelity and duty which have stimulated those whose labors are held in grateful recollection, and the light of high example still beckons us onward to a like career of usefulness and honor.

It will not be deemed inappropriate that this occasion be improved to express my grateful and profound obligations to my fellow citizens for the distinguished favor renewedly received at their hands ; and my thanks for the flattering approval of the policy and results of the past year's labors, which they have manifested by returning with such unanimity to these halls, so many of those who divided with me their responsibility and toil. Although the man who cherishes a just sense of his obligations will not be deterred from the independent performance of his duty, as he understands it, by the fear of popular disapproval, yet there is no reward more grateful to its recipient, and scarcely a higher evidence of liberality of mind in the community which bestows it, than the exercise of an unprejudiced judgment in support of the motives and actions of men, either in public or private life. The favor which I have received in this connection, will be cherished as long as life and

memory shall last; and I add to this tribute of my thanks, the assurance that whatever abilities I possess will be faithfully devoted to the promotion of the best interests of my fellow citizens, without prejudice and without partiality.

The circumstances under which we are assembled are somewhat peculiar in another particular. Leaving the fierce conflict of political strife to other and more appropriate fields, our fellow citizens have undertaken the experiment of a municipal administration based upon a different system of representation. And when we consider that, whatever differences of opinion may exist respecting matters of national concern, these differences can scarcely enter, to any considerable degree, into the local affairs of separate municipal corporations, and that the points of difference, affecting the welfare of citizens of the same community, must necessarily be small, compared with the overwhelming points of harmony; the wisdom and justice of uniting all opinions and interests in the management of these affairs, becomes forcibly apparent.

The universality of this opinion was demonstrated at the recent election, when all the existing political organizations, though differing somewhat respecting the manner of accomplishing the result, were unanimous in their acknowledgment of the correctness and value of the principle of general representation. Should this system continue to receive general appro-

bation, its tendency would undoubtedly be, to draw into the public service persons of intelligence, leisure and experience, who now shrink from the ordeal of partisan elections. And should it be deemed expedient hereafter so to change the executive departments of the government as to prolong the term of service, much of the danger of hasty and incompetent legislation would disappear, and other important advantages be secured.

Having given a somewhat extended examination of several of the leading objects in our municipal affairs, and my views concerning them, in a former communication which I had the honor to make to the City Council, it is not necessary that I should again go over the same particulars, excepting in those cases where further and immediate attention is demanded. I will, however, improve the opportunity which this first convention of the present City Council affords, to place before you such other particulars of public interest as may seem to be worthy of your consideration, which, together with those that have been previously discussed, may afford a general portraiture of our affairs at the present moment.

FINANCES.

In proceeding to the statement of particular items, it is proper to give precedence to our fiscal affairs.

The following statement, based upon the report of the Committee on the Reduction of the City Debt, will exhibit the financial condition of the city on the 24th of December, 1856, as accurately as it can now be presented; and, also, this condition compared with the corresponding period in 1855.

December 24th, 1855.	The funded City Debt was,	\$1,838,688 66
	Unfunded do	459,500 00
		<hr/>
	Total City Debt,	\$2,298,188 66
	Funded Water Debt,	5,356,961 11
		<hr/>
	Total Consolidated Debt,	\$7,655,149 77
December 24th, 1856.	The funded City Debt was,	\$1,880,288 66
	Unfunded do	751,400 00
		<hr/>
	Total City Debt,	\$2,631,688 66
	Funded Water Debt,	5,229,961 11
		<hr/>
	Total Consolidated Debt,	\$7,861,649 77

The above statement shows an increase in

the City Debt of,	\$333,500 00
And a decrease in the Water Debt of,	127,000 00
	<hr/>
Leaving an increase of the Consolidated Debt amounting to,	\$206,500 00

THE FOLLOWING TABLE EXHIBITS THE MEANS OF PAYMENT:

Dec. 24th, 1855.	Cash on hand,	\$520,627 72
	Bonds and Mortgages,	652,218 54
	Total,	<hr/> \$1,172,846 26
Dec. 24th, 1856.	Cash on hand,	\$594,940 35
	Bonds and Mortgages,	556,537 50
		<hr/> \$1,151,477 85
	Showing a decrease of means of	\$21,368 41

RESULT:	
Increase of Debt,	\$206,500 00
Decrease of Means,	21,368 41
Net increase of Debt,	\$227,868 41

Of this increase of debt, all but \$56,500 has been applied to the liquidation of debts incurred by preceding administrations, and not provided for by them; and of this sum, even, \$20,500 have been appropriated for the settlement of nine law suits, which have been the subjects of long and expensive litigation, with the prospect of ultimate verdicts against the city. The remaining \$36,000 have been expended in rebuilding the Federal street Bridge, leading to South Boston, \$6,000 of which will be returned to the treasury by the Dorchester Avenue Railroad Campany, under an agreement made with that corporation. The actual addition to the debt by the government of last year, is, therefore, but \$30,000, and that for a work of permanent necessity, which does not come by previous custom into the class of current expenses covered by the annual appropriations. Indeed, but for the necessity of providing large sums for obligations previously incurred and not now enumerated, this statement would exhibit a considerable reduction of the debt.

It may form a matter for your consideration, how far this indebtedness shall be allowed to increase; and if it shall be checked, by what means such a result shall

be accomplished. At present there are but two ways provided for reducing the debt; one is by raising by taxation \$60,000 per annum, and appropriating it to this purpose, and the other by appropriating in like manner the proceeds of the sales of the public lands. Experience has proved that notwithstanding the appropriation of \$60,000 annually to the reduction of the debt, not only this sum, but all the proceeds of the land sales, are insufficient to keep the debt from increasing. The cause of this increase is the necessity of annually undertaking enterprises which are not anticipated at the time when the annual appropriation bill is passed, and for which, consequently, special loans must be authorized; and also of providing for those permanent works which appear to be proper subjects for loans rather than for immediate taxation. To suspend these works would be a calamity greater than an increasing debt; and the proper policy undoubtedly is, to avoid alike too much parsimony and too much extravagance by making suitable provision for the public convenience and comfort at the necessary cost. The \$60,000 per annum are raised by virtue of the ninth section of the Ordinance on Finance, which requires that a sum equal to three per cent. on the capital of the city debt shall be thus annually appropriated. This ordinance has always been interpreted as applying to the city debt proper, and not to the water debt, upon which latter nothing is raised for this purpose. I com-

mend to your consideration the expediency of so changing the ordinance as that the requirement of three per cent. annually, or some less rate, to be paid by taxation, shall apply to the consolidated debt, instead of to the city debt only. Another means of remedying the evil of an increasing debt, would be to make special provision for the payment of all extraordinary works by instalments to be raised at intervals by taxation within specified periods from the time they are undertaken. Care should also be taken that the appropriations annually made are amply sufficient for all the purposes which can be anticipated, and that, so far as is practicable, the expenditures in each department shall be kept within its specific appropriation.

STREETS.

The great necessity of additional street enlargements continues to impress the minds of our fellow-citizens, and to form one of the most important items of municipal labor. During the past winter, application was made to the legislature by the city, for the enactment of a law authorizing the assessment of estates for a portion of the benefit which they may derive from street improvements; which application was unsuccessful. I have nothing to add to the argument which has already been presented upon this subject, but I have failed to hear any satisfactory reason assigned why individual property

holders should be allowed on the one hand, to delay or frustrate important public improvements, or, on the other, to share largely and immediately in the advantages of such improvements without contributing proportionally to their cost. The amount of appropriations and expenditures during the past year, for widening and extending streets, and building and repairing bridges, has been \$407,922 ; and yet improvements of this class are demanded by the public convenience, and if temporarily suspended, must be more vigorously prosecuted thereafter. In many of the older streets prospective widenings have already been projected, and will be gradually accomplished, through a series of years, by the process of rebuilding. There are other places where widenings should be undertaken as early as practicable, and on a scale of some magnitude, if the additional expense arising from increased valuation by delay would be avoided. But until such an act can be obtained as shall afford some relief to the city without being burthensome to the estate holders, I recommend that few of these works be undertaken, unless the abutters evince a readiness to coöperate in their accomplishment. Among this latter class, and one worthy of special consideration and endeavor, is the opening of a new avenue from the central to the southerly section of the city. The great increase of business in the vicinity of Milk, Federal, Congress and Pearl streets, with the prospect of a similar increase in Franklin,

Summer, and other streets at an early period; the enlarged communication with South Boston,—one of the most flourishing sections of our territory,—together with the prospective opening and extension of Albany street, and the constantly increasing business of the great lines of railroads which terminate on the South Cove, render necessary some relief to the thoroughfares between these two sections. Various proposals have at times been suggested to this end, prominent among which has been the opening of Chauncy street, which has been accomplished; and connected therewith the widening of Hawley street from Summer to Milk street. This scheme is now rendered impracticable by the erection of an expensive structure on the corner of Hawley and Summer streets. The widening of Arch street has also its advocates. But in seeking a new avenue in this direction, it is desirable to open it not only where it may be done at the least expense, but also where it shall be most convenient and most direct from point to point. Among all the routes yet suggested, no one seems to possess more claims than the following:—Commencing at the square in Summer street, from which radiate Summer, High, South, Lincoln and Bedford streets, pass through Winthrop place to Franklin street, cross Franklin street, and widen Odeon avenue to Milk street, and Devonshire street to Water street, thus forming a direct line from State street to the Worcester railroad, and thence by the

collateral streets east of the railroads, to South Boston ; and by way of Winthrop and Otis places, and Kingston and Albany streets, to the Neck lands and Roxbury. This improvement, besides affording additional street accommodations, would bring into use for business purposes a large amount of property now otherwise and less profitably employed. I have reason to believe that should this measure find favor with the City Council, they will be met in the spirit of great liberality by the merchants and property holders along the line of the proposed improvement, and that the whole may be speedily accomplished at a cost which will warrant the undertaking. Another improvement which appears to me of great importance is the widening of Tremont street from Boylston to a point beyond Pleasant street. The great increase in population within the city proper must naturally be expected in the extreme southerly part of the city, where the lands are not already fully occupied. Such has been the increase for several years past ; and added to this must be the immense increase of travel to Roxbury, and Brookline, creating the necessity of additional means of communication with the heart of the city from that direction.

The City Council, several years ago, with enlightened forecast and liberality, established the width of Tremont street, from Dover street to the Roxbury line, at one hundred feet, rendering it one of our finest avenues. Washington street, between these two points, is

also of great width; and between Washington street and Tremont is Shawmut avenue, which commences at the Roxbury line, with a prospect of early being continued in that city, and terminates in Dover street, where it discharges its travel to continue through Washington or Tremont street, both of which grow narrow as they approach the centre of the city. Washington street can only be widened very gradually, and probably its width will never be materially increased. From the railroad bridge to the Common, Tremont street is very narrow. On the westerly side of this street the buildings, for the most part, are of small value, and I commend to your consideration the expediency of establishing a degree of prospective widening, which shall render this portion, as fast as it shall be rebuilt, more nearly commensurate with that beyond.

Other improvements of this class, in other sections of the city, will be demanded, as opportunity for accomplishing them shall offer, prominent among which is the extension of Charles street to Leveret street, the initiative to which has already been made.

BACK BAY IMPROVEMENTS.

Among the prospective improvements deserving of particular notice by the City Council, is the addition to our building territory upon the Back Bay, so called. For many years the extensive flats west of Charles

street, and more recently west of the public garden, have been the subject of vexed and irreconcilable controversy. Sundry parties claimed therein rights, titles, privileges and easements of various descriptions, the fruit of occasional and disconnected legislation, which rendered the adoption of any systematic and rapid improvement of the territory impossible. As this region has long been the subject of conjectural and speculative improvement, it may be interesting to know something of the history of the city's rights therein, the nature of the settlement which has just been accomplished, and the advantages which are likely to result from it. Not to go back beyond the point of time necessarily involved in this settlement, nor to presume to state every particular, it may be said, in general, that previous to the year 1827, the city held the fee of about one hundred acres of flats in the Back Bay; that in that year, for considerations deemed to be sufficient and satisfactory, the city ceded to the Boston Water Power Company all its right, title and interest in these lands, and received in turn, as was supposed, an easement of drainage for the adjacent lands which form, in a measure the natural water-shed to the basin.

Among the advantages which the city was to derive from this arrangement, and probably the most important of all, was the agreement on the part of the Boston Water Power Company, that the water in the basin nearest the shore should be kept at a certain

specified depression below high water mark;—an arrangement very convenient for them to fulfil, inasmuch as the action of their mills by tide water rendered it necessary that the water should always be less in the discharging than in the receiving basin, in order to secure the requisite head and fall. This depression of water in the basin nearest the shore drained sundry acres of land belonging to the city; and thereby placed them, during the continuance of this agreement, beyond the action of tide waters. This depression of the water also afforded convenient drainage for the territory adjacent to that which was exposed by it. To depress and remove the water appeared to be equivalent to raising the land; and the valuable consideration received by the city was the saving of the cost of raising all this adjacent territory by artificial means. Although this arrangement was made under circumstances of probability which justified its consummation, yet a change of these circumstances subsequently involved the city in great embarrassment and difficulty concerning the territory in question. The embarrassment was this: The water in the shore basin being, as was supposed, permanently depressed, the grade of the streets and the elevation of the buildings thereon was fixed with reference to drainage into that basin,—a grade actually several feet below high water mark; and when buildings were multiplied largely in this vicinity, and at the same time the use of the basin by the Water

Power Company, became irregular and less extensive than formerly, the drainage upon these flats, and their frequent and protracted exposure, with an accumulation of animal and vegetable matter, rendered the Back Bay a nuisance, in the ordinary sense of that term, to the neighborhood and to the city. The dilemma in which the city was placed, therefore, and from which it is not yet fully delivered, is that it claimed and depended upon the right to drain into a territory which was rendered a public nuisance by the exercise of this right. In seeking relief from this dilemma, in 1850, a large sewer was laid through the portion of Tremont street between Dedham and Dover streets, and through Dover street, discharging at the bridge into the eastern channel. This sewer afforded relief, and was a tolerable substitute for the Back Bay drainage; but more recently a new difficulty has arisen. The sewer under consideration discharged its contents into tide water; whereas the territory to be drained was below high water mark, and could therefore discharge only at low water. The rapid covering of the territory depending upon this sewer with houses, has so far overburdened it, that when a heavy fall of rain occurs in conjunction with high tide, there is liability to an overflow of water into these houses, owing to the incapacity of the sewer, while its sluice gates are closed by the tide. The last legislature of this Commonwealth converted the Boston Water

Power Company substantially into a land company; and in connection the Commonwealth and this Company have devised a scheme of extensive improvements, by filling up the Back Bay, and adapting the territory to building purposes.

It may here be remarked that both the Commonwealth and the Water Power Company denied that the city of Boston had any right whatsoever in this territory, not excepting even the right to drain into it; and the improvements which they contemplated were projected on a plan which disregarded such a right. By the agreement finally concluded, however, the Commonwealth and the Water Power Company have agreed to furnish the city with an artificial channel for drainage, in place of the natural one which their improvements destroy. This consists of a sewer commencing at, or near, Camden street, in the vicinity of the Messrs. Chickering's building on Tremont street, and running nearly parallel to the Providence railroad, to a point nearly opposite Dedham street; thence across the Back Bay, and discharging through the Mill Dam into Charles river.

In the opinion of competent judges, this sewer will be of ample dimensions for the purpose; it being three feet in diameter in Camden street, and nine feet at its outlet. The City, under the indenture, will build a street and sewer in continuation of Dedham street, and connecting with the main sewer at the junction of

the two arms to be built by the State and the Water Power Company.

The City has also the right to enter this main and collateral sewers, *ad libitum*, at its own expense. This arrangement will afford ample relief to the sewerage of the territory included under the indenture of 1827, before alluded to, as soon as it can be carried into effect. The settlement of this matter must be regarded by all who are familiar with the subject, and by all who may hereafter investigate it, as one of the most important transactions in which the city has been concerned for many years. It has put an end to a long and harassing controversy between sundry parties, has rendered certain to the city an important and almost indispensable privilege which has been involved in doubt, and this almost without cost to its treasury; and it looks to the conversion of an unsightly and pestiferous marsh into solid territory, to be covered with taxable property of the highest class, whose aggregate valuation will be estimated by millions of dollars. I cannot leave this subject without bestowing the highest commendation upon the liberality of the projectors of these splendid improvements. They are in keeping with the most enlightened taste, the broadest conceptions of convenience, comfort and ornament, and cannot fail to reflect lasting honor upon those by whom they are planned and executed. When the whole shall have been incorporated within our own municipal limits, and these plans

consummated in spacious avenues and squares, rendered more attractive by the magnificent central street of 240 feet in width, and adorned with elegant and costly dwellings, cultivated gardens, spacious walks and carriage ways, and malls, together with all the ornaments which private wealth and luxurious taste shall bestow, this section of our city will present attractions scarcely surpassed by the most celebrated thoroughfares of the cities of the old world.

It may be proper to state, in connection with the matter of the sewerage involved in the Back Bay agreement, and which, when carried into effect, will relieve the houses built upon low lands at the south part of the city, that in the meantime some temporary means of relief should be provided for them, either by pumping at the end of the Dover street and other outlets, at certain times, or by such other means as may be preferred. This relief is due to the neighborhood in question, and I trust it will receive the earliest attention practicable. Some general law relative to the power of constructing sewers appears necessary. It has been doubted, occasionally, whether the city possesses the right to lay drains in, or through, lands which it does not own or use for the purpose of public streets or ways. Cases not unfrequently occur in which drains are essential not only to the convenience, but to the health of its citizens; and in a matter of so great public importance, it is reasonable that the city should have

undoubted authority to take such easements in land of individuals as may be necessary in this respect, by paying therefor an adequate compensation.

PUBLIC LANDS.

The public lands have received careful and judicious management, during the past year, and the demand for lots continues unabated. There remain of these lands unsold, in the city proper, above or south of Dover street, 1,434,604 square feet, the estimated value of which is \$875,000. This is exclusive of the South Bay territory, which contains 2,267,000 square feet, the estimated value of which is \$906,800. The city also owns at South Boston, including flats and exclusive of streets, about 4,000,000 square feet of land, of the estimated value of \$1,000,000.

The proceeds of sales, during the past year, have amounted to about \$106,600. However desirable it may be to accomplish a reduction of liabilities by the sale of these lands, another advantage of almost equal importance is the increase of taxable property upon them, and the accommodation which they afford for population within the city. Since April last,—a term of only nine months,—the foundations have been laid of 175 houses, which are now nearly or quite completed, in that portion of the city between Dover street and the Roxbury line. These houses will average in value

\$7,000 each, amounting in the aggregate to \$1,225,000; and if to these be added the number of houses which have been built or completed during the year, in this section only, the aggregate would not be less than 300 houses, not including wooden structures. With the view of continuing similar improvements, I renewedly commend the policy of disposing of these lands at moderate prices, with conditions for immediate improvement, and of making no sales of land to lie unimproved for speculative investments. It is also expedient that liberal appropriations of land should be made upon the unoccupied territory for public purposes, that the streets be made of ample dimensions, and that they be diversified by parks and squares. Such a policy, I feel assured, will be found by experience to be justified not less on the score of economy than by considerations of health, recreation and ornament. And when it is taken into account that, however appropriated at the outset, the character of these lands is probably thereby determined for a century to come, the latter considerations rise to paramount importance.

By the provisions of an ordinance recently adopted, the management of this great land interest will hereafter be guarded by a somewhat permanent Board, whose constitution secures the aid of experience in the management of its details, and yet leaves the determination of all results to the government of each current year.

SOUTH BAY.

The tract of land known as South Bay territory and which lies east of Harrison avenue, and between Malden and Chester streets extended, has for many years occasioned great expense, and much embarrassment. In April, 1848, a contract was made by the city for filling up these flats, which work, with some interruptions, much controversy, change of plans, &c., has been prosecuted until the present time. Much money has been here expended to little benefit; the reasons for which are too numerous and too complicated to admit of brief statement. I am happy to be able to say, however, that the work is now progressing upon a plan which promises sufficient stability when completed, and there is reason to hope that it will be finished during the coming season. When completed, one demand for considerable expenditure will cease, and these lands will be a source of income. They are of great extent, and will afford excellent wharf accommodations for vessels of small draft, and also accommodations for buildings for mechanical and manufacturing purposes, for which they are well adapted.

PUBLIC INSTITUTIONS.

I approach the subject of our public charitable and reformatory institutions with some embarrassment. While we enjoy a reputation in this department, tran-

scending that of any other city on this continent, if not in the world; and while there is much which is worthy of high commendation; it cannot be disguised, that this very reputation may induce a spirit of complacent and contented apathy, which is at war with a healthy progress in this direction. The most remarkable phase which our institutions at present afford, is the paramount provision which has been made for crime, rather than for misery and misfortune,—the result, it may be feared, of a sickly and sentimental sympathy with the lot of those who are overtaken in their warfare upon the best interests of society, and who are therefore made the subjects of that discipline which the experience of all mankind declares to be necessary, and according to which all systems of rewards and punishments must be interpreted. While we have a structure of surpassing elegance and comfort, erected and furnished at immense cost, as a house of detention for criminals; and a large investment in almost equally elegant and comfortable Houses of Correction, of which too, we have duplicates, one at South Boston, and one at Deer Island; the honest poor, the virtuous sons and daughters of misfortune, helpless infancy and equally helpless old age not excepted, may be found huddled together in temporary wooden buildings, insecurely constructed for protection, either against the inclemencies of winter, the oppressive heats of summer, or the constant peril of conflagration; and even these accommoda-

tions are divided with those who are sentenced to the institution for criminal offences. Such a condition of things in our pauper department is not in keeping with the intelligence and moral sense of this community, nor with that bounteous liberality which in this and other particulars, has always characterized the people of Boston.

It is due to truth and to the public reputation to say, that this state of things is the result, not of design, but of accident; that it has arisen mainly from a change in the amount and character of immigration, and from a change in the policy of the Commonwealth respecting the support of its own paupers; neither of which changes could have been anticipated, and for neither of which were our pauper arrangements adapted. There is now no reason for continuing these unsuitable and inadequate accommodations for the poor. Doubtless other provisions would long since have been made, but for the differing policy and views of succeeding municipal administrations, and the real difficulty of so comprehending the actual necessities of each department of our institutions, and so arranging and disposing of the property at present appropriated to their use, as shall be justified by future wants and experience. Under the head of Public Institutions we embrace the House of Correction, the House of Industry, the House of Reformation for Juvenile Offenders, and the Lunatic Hospital. Appropriated to the use of these institutions

are the whole of Deer Island, and 987,745 square feet of land at South Boston — being at least twice as much land as is necessary for this purpose. At South Boston are an old stone building, formerly used for an Almshouse, the Insane Hospital, the House of Correction, and the House of Reformation. Of these, the old Almshouse is vacant and unsuitable for its former purpose. The Insane Hospital is well located, of sufficient capacity for present purposes, and though not a model building, has, on the whole, but few deficiencies, and those not of the most important character. The House of Correction buildings are of sufficient capacity and are well arranged and convenient. The House of Reformation is not well located for such a purpose, and its capacity is insufficient. At Deer Island are the residence of the Superintendent, who is also Port Physician, the temporary buildings for the Almshouse, and a massive and extensive brick structure built for an Almshouse, capable of accommodating not only our local poor, but a large number of State paupers, now withdrawn. This building has been in part altered within two years into a House of Correction, and is at present under the control of the Board of Overseers of that Institution. The original cost of this building and the subsequent alterations upon and within it amount to not far from \$350,000. This large property has long stood idle, and is now appropriated to no use whatever. Much of the property within it is of a character to be

rapidly impaired, such as the numerous and valuable locks upon the cells, the apparatus for heating, &c., besides the general and gradual decay of the whole edifice, for want of those small repairs and that constant attention which ordinary use would secure to it. The cost of this building at Deer Island, is probably nearly equal to the value of the buildings at South Boston. No argument is necessary to demonstrate the absurdity of keeping property of the value of several hundred thousand dollars, appropriated to those institutions in each locality, one-half of which will remain year after year unoccupied, and with no prospect whatever that both will ever be required for one and the same purpose. In my former communication to the City Council, I recommended the consolidation of the government of these several institutions, which are now under different supervision, into one Board, in a manner and for considerations then set forth. One of the greatest services to be sought under such a Board as is there recommended, is a judicious and impartial disposition of the surplus property in this department, and the adoption of some policy according to which future wants therein shall be supplied and improvements made. The House of Correction being a County Institution, an act of the Legislature will be necessary to effect this consolidation; and I recommend that the requisite application be made at the ensuing session. Should it be deemed inexpedient or impracticable to effect this new

organization, I may take occasion at an early period to submit further considerations to the City Council respecting the disposal of these institutions. And I now recommend to your investigation, the expediency of removing the paupers at Deer Island, and also the inmates of the House of Reformation, into the unoccupied wings of the brick building, either permanently or until other accommodations can be provided. To the fidelity of those who are intrusted with the supervision and internal management of these institutions, I am happy to improve this opportunity to bear full and unqualified testimony. Neither the several Boards of Overseers, nor the heads of the respective houses have been wanting in the diligence and good judgment which are so essential to the accomplishment of the most beneficial results. Long and valuable as have been the labors of some of their predecessors in these offices, the places have never been filled by those who brought more intelligent, disinterested, and pains-taking devotion to their duties, than the members of the present Boards.

The House of Correction continues to sustain its high reputation, in point of order and discipline, as a model institution, and commands the commendation of visitors at home and from abroad. In its present inadequate and unsuitable accommodations, the House of Industry preserves its accustomed order and neatness, with the evidences of all the incidental appliances for the relief and

comfort of its inmates, which an intelligent and humane supervision can devise.

Under the arrangements made by the Commonwealth for supporting its own paupers, its lunatics were included, and a large number of those who were formerly State charges in the Boston Lunatic Hospital have been withdrawn. Should the remainder be also withdrawn, there will be room which might be occupied by paying patients, whose support would aid in defraying that portion of the expense of conducting the institution which has hitherto been derived from the State charges.

Under the light which advancing science and experience have shed upon the subject of insanity, within the past few years, a system of treatment has been here introduced which has been followed by the most gratifying results. The cottage building, so-called, which was formerly filled to excess with violent and furious patients, is now empty. One by one its pitiable inmates have been redeemed from the solitary cell and introduced to the kinder sympathies and associations of the general household. In no instance has it been found necessary, permanently or frequently, to return a patient to the cell, and several who had been in confinement for years have perfectly recovered and have been discharged from the institution, and others have so far recovered as to be sent to their homes or to be given up to their friends.

The general condition of the inmates is in the highest degree encouraging. They have been free from all epidemics, and there have been but few deaths from acute diseases during the year. Various means of alleviating the monotony of their confinement have been introduced, by which great relief is given, both to body and mind, the effect of which is clearly visible in the general health and contentment of the inmates.

F R E E H O S P I T A L.

In connection with the subject of Public Charitable Institutions, I beg leave to call your attention to the need of a free hospital within the limits of the city. There are within our borders many persons of intelligence, industry and good habits, and well able while in health to sustain themselves respectably, but whose income is not sufficient to enable them to accumulate funds against the emergency of sickness, requiring a suspension of labor. There are others who, by reverses of fortune, sudden or gradual, find their pecuniary position changed, without experiencing a corresponding change in their tastes and sensibilities; and who, when overtaken by sickness, have no other alternative than the almshouse, or to meet their fate in obscure and hopeless poverty, preferring even death to the sacrifice of an honorable delicacy in making appeals to private charity. There are others still, who

by accident are placed in need of comforts and medical advice which their means and homes cannot afford ; to whom may also be added the destitute stranger, and children who require temporary advice and support, and females in the various conditions of destitution and sickness to which their sex is liable.

A very large number of applications are annually made at the office of the Overseers of the Poor and of the House of Industry, for such assistance as a free hospital alone can afford ; and the physicians of the Dispensary and the officers of the many private charitable institutions and associations report many more ; evincing the fact that hundreds of cases arise every year, but few of which can be met by the free beds at that excellent institution, the Massachusetts General Hospital.

Such hospitals exist in all the large cities of Europe, and there is hardly a city in America of the same magnitude as Boston, which does not possess one or more. I have reason to believe that some of the existing charities might be consolidated into one general institution of this character, should it receive your favorable consideration ; and I herewith transmit a memorial from several of the leading physicians of the city, giving their opinion of the necessity and value of such an institution, with such other information as may elucidate the whole subject.

THE PUBLIC SCHOOLS

Can never fail to be objects of primary importance in a community which is filled with examples of their beneficence and power. Every day's observation and experience, and the comparison of the highest efforts which have been made, at any period, to elevate the general condition of society, press home more strongly than before, the truth that in the education and discipline of the mind and the heart is to be found the true basis of individual and national character. The continued interest of all classes of our citizens in the liberal support of the public schools, and in the maintenance of the meritorious character which they have hitherto sustained, is sufficient evidence that their value is universally appreciated, and that those who are charged with their supervision and management will receive cordial coöperation, and be held to high responsibility.

The City Council has little of this responsibility, beyond making the requisite provisions and appropriations for the support of the schools, and furnishing them with suitable buildings for their accommodation.

Under the progress of a new system of organization of the Grammar Schools,—a measure rendered necessary both for economy in current expenses, and by the claims of good discipline,—large outlays have been made during the last few years in new grammar and primary school-houses and apparatus. It is prob-

able that further outlays for the former will be small for some time to come, and that the demands for the latter class will be chiefly in those localities, where new communities are forming, and to supply the want which may arise from the gradual increase of population elsewhere.

During the past year the Superintendent of Schools who has filled the office from its establishment, and who has enjoyed high reputation in educational circles, has resigned his situation ; and the vacancy has been filled by the election of a gentleman of great practical and professional experience in school affairs, who comes to us fresh from an extensive field of similar labor, where he has achieved honorable distinction. The Report of the School Committee, which has just been issued, exhibits the condition of the Schools to be vigorous and progressive, and points out sundry methods of increasing their usefulness and of guarding them against those evils to which, without perpetual supervision, they may become exposed.

THE PUBLIC LIBRARY.

This noble institution, alike the object of the liberality and of the growing interest of our community, is fast assuming its position as one of the most important of our permanent educational facilities. The bounteous liberality of its greatest benefactor continues to flow into its halls in streams of undiminished magnitude,

forming a fountain of knowledge, pure, inexhaustible and free to all. Its several departments are under the immediate supervision of gentlemen of preëminent ability, who devote themselves with ceaseless watchfulness and diligence to the details of its affairs, and perform a vast labor, the amount and great value of which can be appreciated by those only who enjoy opportunities for personal observation of the affairs of this institution. Apart from the value of the library as a city institution, it is rapidly assuming importance among the book collections of the country, both on account of the number and value of its volumes.

The rooms are the resort of persons of all classes, and the experiment thus far made of the need of such an institution in a large and educated community is already demonstrated. The new library building is approaching completion, and will doubtless be ready for occupancy during the present year, and I commend to your favor whatever appropriations may be required to render its usefulness speedily available.

THE FIRE DEPARTMENT

Continues to be efficient, orderly and well managed, in every particular. It is happily free from a class of difficulties which have not unfrequently attended the existence of similar organizations in other large cities, and, including the Fire Alarm Telegraph, the system of

means brought into requisition from the discovery of a fire until it is extinguished, is as nearly perfected as appears to be practicable, until some new agencies for this purpose shall be discovered.

Frequent applications have been made during the past year for information respecting the plan of organization of this department, and it has received marked commendation from experienced persons, who have investigated it, from various parts of the world. The Department numbers about 600 members, divided into twelve Engine Companies, three Hook and Ladder Companies, six Hydrant Companies, and the Company attached to the steam fire engine. Each of these companies is furnished with its appropriate apparatus.

The steam fire engine, purchased in 1854, has been brought into use during the past year, on all occasions when it could be of service, and when it was in working order. The value of steam fire engines has been tested in some other cities with much greater success than with us, and in those places the use of them and their sufficiency has ceased to be a matter of experiment.

In order to secure the full advantage of such apparatus, it must doubtless be sought in engines of less weight than the Miles Greenwood, with as much simplicity of construction as can be attained.

It has been suggested that additional protection against fire might be secured by introducing hydrant

pipes into the walls of buildings, with inlets at each story, to which hose should be constantly attached, and that such an apparatus would be especially valuable in some of the extensive and lofty warehouses now building, and which for the most part are located in those portions of the city where hydrants could be made available in advance of the arrival of the Fire Department.

Within a few weeks past the department and the city have sustained a mournful loss in the death of Mr. Elisha Smith, Jr., its intelligent and intrepid Chief Engineer, who distinguished himself not less for valor in the hour of peril, than for impartiality in advice and discipline. As a citizen he enjoyed the respect and confidence of his acquaintance, and he well deserved the high esteem which was universally accorded to him by a community deeply interested in the competent discharge of the duties of his office.

POLICE.

No department of the government is of higher importance than that which is vested with authority to execute its laws, and which is intrusted with the general guardianship of life and of property, by day and by night. To discharge the duties of a police officer with success, and with safety to the rights of the citizen, requires a combination of qualities of a much higher

order than is commonly estimated. Intelligence, good morals, promptness and efficiency of action, and that practical good sense which dictates the performance of the right act at the right moment, can nowhere find an ampler service than in the police. And I take this opportunity to protest against the prevailing habit of our fellow citizens of pressing the government for the appointment of persons to this service who possess none of the qualities above enumerated, but who seek the office simply as a means of support. It is the solemn duty of the appointing power to disregard such applications, and to seek the efficiency of the department independent of eleemosynary or personal considerations. The department generally is in good condition, and no improvements in the plan of its organization have been suggested.

It is proposed to make such change in the appointment and regulation of that part of the police holding special warrants, as shall bring them more directly into the service, and render them responsible for the nature and amount of their duties, and for their personal conduct while in the discharge thereof, to the head of the department. The practice which has obtained for several years past, of investing persons with police authority outside of the department, with permission to dispose of their services where they can obtain the highest compensation, is false in theory and liable to bring the officer into trials of integrity between interest

and duty. No police officer should ever be placed in such a position as that the law to which he owes solemn allegiance at all times shall be a trust convertible to his convenience or profit.

WATER.

The great luxury of a full supply of water, and the sanitary advantages which are derived from its general use, and its value as a means of protection against large conflagrations, are liable to be undervalued in the abundance of their common enjoyment. It is desirable that the water should be universally diffused, not only for the considerations named, but that the income of this department may be increased. The whole number of water takers at present is about 21,400,—an increase of 1400 since Jan. 1, 1856. The average rate of interest paid on the water debt is about 4.9 per cent.; and for the first time since the construction of the water works, the receipts during the past year have nearly or quite equalled the interest on the debt; and it is confidently expected that during the present year the amount of receipts will considerably exceed the interest. It seems to be absolutely necessary to impress upon our fellow citizens, by some means, the necessity of guarding against the great waste of water during periods both of extreme heat and extreme cold. The average daily consumption through the year is

about 12,000,000 gallons per day ; yet, on several days in the last month, the consumption exceeded 15,000,000 gallons, and on one day it reached nearly 18,000,000 gallons. During the continuance of this extreme waste, all the reservoirs of the city are entirely drained, and the residents of the higher parts of Beacon Hill, and of East and South Boston, are without water. In their last report, the Water Commissioners estimated that of the whole amount of water brought into the city, at least one-half is absolutely and unprofitably wasted. It is apparent that this waste must be materially checked, or recourse must be had to the alternative of constructing another main to the Brookline Reservoir, the cost of which would be some \$400,000.

The construction of this main would, of course, destroy the equilibrium between the interest and the income, and render hopeless, for years to come, the prospect of reducing the capital of the debt from the receipts of the department.

COUNTY AFFAIRS.

In the remarks which I submitted to the City Council last year, upon the subject of our County expenses, I called attention to the heavy and unequal burthen imposed upon the city by the Act of the Legislature establishing the Superior Court of the County of Suffolk ; and I then stated that by that act the entire expense

of the newly created Court, and of the Municipal and Police Courts, about two-thirds of which had heretofore been paid by the Commonwealth, would thereafter be required of the city of Boston, thereby adding to the amount which it had paid for the support of Courts and the administration of justice, the sum of fifty thousand dollars annually, or thereabouts; and imposing upon it, as representing the County of Suffolk, a burthen which was imposed upon no other county in the Commonwealth. These remarks were predicated upon a construction given to the act by those most active in procuring its passage, and which, so far as my information extends, had been universally acquiesced in by the legal profession and by all whose duty had led them to interpret it. The apparent inequality and hardship of this legislation was so great and so unreasonable as to lead to a careful and critical examination of the whole subject, with a view to adopting proper means of relief. I am happy to be able to say that such examination has resulted in the removal, to a considerable extent, of the grounds of complaint which were then supposed to exist. By the just, and as it now appears, obvious construction of that act, the Commonwealth will continue to pay the same proportion of the expenses of the administration of the criminal law in this city which it has heretofore paid; and the only inequality to which this statute subjects the city, is in requiring it to pay all the expenses of the Superior Court of the

County of Suffolk, and at the same time to contribute to the payment of the expenses of the Court of Common Pleas, which now renders no service whatever in this county, to the same extent as it contributed when that Court held almost continuous sessions here, and its Justices were, *ex officio*, Justices of the Municipal Court. This inequality, however, is relieved, in part, by the surrender to the city of that portion of the fines, forfeitures and costs accruing in the several courts in this city, which were formerly paid to the Commonwealth. The amount of these fines, &c., varies from time to time, and depends upon too many contingencies to be accurately stated. While it cannot be expected to be large enough to defray all the additional expenses imposed by the act establishing the Superior Court, yet it may be hoped that so much may be derived from these sources, that the balance shall not be burthensome to the City Treasury.

In other respects our county expenses have assumed no new aspect. The city of Boston continues to defray, from its own treasury, all the charges upon the County of Suffolk, leaving the towns of Chelsea, North Chelsea and Winthrop in the full enjoyment of all our county institutions, without contributing to their support; while, according to the ratio of population, more than ten per cent. of these expenses should be borne by them.

With these considerations, gentlemen, assume with you the duties and responsibilities of another year of municipal labor; and I invoke to our councils the spirit of harmony and mutual regard, giving you, also, the assurance of my constant and cordial coöperation in all measures which shall promote the honor and prosperity of our city, and enhance the happiness and sustain the reputation of a liberal, refined and progressive people.

THE

53-32

INAUGURAL ADDRESS

OF

MR. HONOR FRED. W. LINCOLN, JR.

MAYOR OF THE CITY OF LEBON,

TO THE CITY COUNCIL.

JANUARY 1, 1858.



1500-9402

GEO. C. RAINIER, BOSTON, MASS., PUBLISHER.

No. 3 CORNHILL.

1858.

With the regards
THE *E. W. Lincoln*

INAUGURAL ADDRESS

O F

HIS HONOR FRED. W. LINCOLN, JR.

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

JANUARY 4, 1858.



BOSTON:

GEO. C. RAND & AVERY, CITY PRINTERS,
No. 3, CORNHILL.

1858.

C I T Y O F B O S T O N .

In Common Council, January 4, 1858.

ORDERED, That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

SAMUEL W. WALDRON, JR., *President.*

In Board of Aldermen, January 4, 1858.

Concurred.

JOSEPH M. WIGHTMAN, *Chairman.*

A D D R E S S .

GENTLEMEN OF THE CITY COUNCIL:

We have assembled this morning under the happiest auspices to inaugurate a new administration for the control and government of our municipal affairs. We have been selected and set apart by our fellow-citizens for the performance of certain specified duties, the faithful discharge of which will redound to our own honor, and promote the comfort and happiness of the community in which we live.

These official trusts are not of that character which fire the ambition of those who aspire to political fame, but they are none the less honorable on that account. It is not our fortune to act a conspicuous part in public affairs or to wield the destinies of nations, but to contribute in an humble way to the safety of persons and property immediately about us. We are to aid in the quiet, unobtrusive duties of common life; to exercise a direct influence upon financial prosperity and individual comfort; to provide by our appropriations for the education of the young, and the sustenance of the worthy poor; to furnish the means for the security of

our dwellings from the rage of the elements and the crimes of lawless men; to promote Christian morality and social order; in short, all those instrumentalities which make a people happy, or add to the enjoyments of our loved ones at home, are within the sphere of our authority, demanding our utmost exertions and zealous care.

Our natural geographical position is of the highest order in the relative rank of cities. Bordering on the Atlantic, the great maritime highway of the world, we have a harbor unsurpassed in its conveniences, connecting us by our foreign commerce with all nations, while upon all other sides we are surrounded in the immediate vicinity by a belt of flourishing cities and towns, and through the system of internal improvements which centre here, we are linked with that great West which is developing so rapidly its wonderful physical resources.

Our people, when we take into consideration their number, are singularly homogeneous in character. The influence of Boston has always been on the side of loyalty to law, sound morality, and the highest Christian civilization. The old stock and blood, which in the early colonial times and during the struggles of the revolutionary era gave it its historical renown, is still with us, improved and invigorated year by year by those fresh and earnest spirits who, coming from the more quiet sections of our country, here find a field

for the exercise of their talents, and are instrumental in giving to the city that love of enterprise and intellectual activity which have made our metropolitan life so distinctive and peculiar in its character.

The pecuniary pressure and panic which have lately affected the whole business world, have had an influence upon us, as upon every other commercial and manufacturing community; but it has only served to show how solid were the elements of our prosperity; and though fortunes may have vanished and disappeared, yet the great mass of our business men still retain unimpaired their high character for integrity and moral worth.

Our population has gone through this crisis without any breach of the public peace, or the least symptom of turbulent feeling. If deprived of work, idleness did not breed discontent, or show itself in any excited action against institutions or individuals. Forced by the proceedings of the banking institutions of a sister city, our own banks, as a matter of self-defence, suspended specie payments; but no confusion followed, their bills passed with equal currency from hand to hand, and confidence in their soundness was never for a moment lost.

We enter upon a new year with brighter prospects, profiting, it is hoped, by the experience of the past, and looking forward to the time, not far distant, when

all classes will again be engaged with renewed vigor in the various channels of trade and industrial effort.

The charitable, philanthropic and literary institutions, whether supported at the public charge or by private munificence, which have done so much for the material comfort and mental training of our inhabitants at home, and the credit and reputation of our city abroad, are as prosperous now as at any previous period in our history; health and peace reign within our borders, and never before had we greater cause for gratitude to the Giver of all good, or could we more truly exclaim, in the words of the inspired writer, "our lines have fallen in pleasant places; yea, we have a goodly heritage."

Having thus briefly alluded to the position of our city and the character of its inhabitants, custom and the proprieties of the occasion require that I should make a few suggestions in regard to some of those subjects which will engage our attention during the coming year.

It would be presumption in me, however, to go into details, or make any elaborate remarks upon topics with which a portion of you are already much better acquainted than myself. The good people of our city, with more unanimity than is usually exhibited in a sharply contested election, have by the return of so many members of the last government signified their approval of its leading measures. Many of these

measures are but partially completed, and it will be our duty to carry them forward in accordance with the original designs.

There are other subjects of equal importance which have already received the attention of the last Board, but without any definite action on their part. These will require patient investigation and the calmest judgment which can be brought to their consideration.

Pardon me if I make the suggestion that this is not the time, nor does the exigency of the public service require, that any new schemes should be entertained for the expenditure of the public money. We must, of course, keep up with the progress of the age, the increase of our population, the expansion of business relations, and the natural development of our resources; but in a season of pecuniary embarrassment like that through which our citizens are now passing, when there is a general complaint of the high rate of taxation, it becomes us, their servants, to pause, and to incur no expense but such as the actual necessities of the city require. So far as we can understand the sentiments of our constituents, they do not expect any radical change of measures, or the inauguration of any new system for the conduct of our municipal affairs. If abuses are found to exist, they are to be speedily remedied; if incompetent men are holding official trusts, they are to be at once removed. It should be our endeavor to make as harmonious and efficient an

administration as the circumstances of the case will permit. The right man at every post, knowing but one thing—his duty—and doing that regardless of personal consequences.

The short time that has elapsed since I was so unexpectedly called, by the suffrages of my fellow-citizens, to assume the position which I occupy, has not afforded me the opportunity of becoming acquainted with the several departments of the public service, or given me the assurance to commit myself at this time to the recommendation of any specific measures for the public welfare. Honest and well-meaning men often press with much pertinacity a darling project, which to them seems of vital importance, but which would lose its relative value, even to themselves, were they placed in a position where other great interests were also to be considered. This, I confess, is my situation. I have opinions, decided opinions, upon many matters affecting the city's interests; but I shall not act upon them, in my official capacity, until I gain that light which such a position naturally furnishes.

The heads of the several departments and important committees of the last Council have kindly furnished me with information upon the various matters under their care; but I shall not trespass upon your time by their rehearsal, as you will soon be in possession of more full and complete knowledge from the annual reports, some of which have already been made, and

others are to be immediately submitted on the commencement of the official year.

It is enough for me to say, at this time, that I think our citizens will be exceedingly gratified by the state of affairs which they will present, and that generally it will be found that the confidence which was placed in our immediate predecessors has not been forfeited, or the powers delegated to them been used in a manner detrimental to the public interests.

In regard to the financial condition of the city, there is some difficulty in presenting a clear and perfect statement, from the fact that the commencement of the Municipal and Financial years are at different periods. In addition to this, it should be remembered that the cost of many important works, initiated and authorized by one administration, has to be met in a great degree by a succeeding government.

If we should take an account of stock like a private individual, appraising our property at its real value, its cost, and offsetting that by our debts, it would be found that there was a handsome balance remaining. The apprehensions of the most timid as to our solvency would be quieted ; and we should exhibit as sound a condition in regard to our financial affairs as any municipality in the world. To be sure, we owe a large debt ; but we have something real and tangible for it. The money has not been squandered like the spendthrift's, or sunk in the sea like an unfortunate mercantile venture.

Our water-works, school-houses, and public buildings of all descriptions, have an intrinsic value in themselves. They are necessary for carrying out the very purposes for which our government was established ; but as they are permanent in their character, for posterity as well as ourselves, it is unjust that the present generation alone should be taxed for their cost.

The public lands, if properly managed, will long be a source of revenue. They are of value to us even after we have parted with them, and the proceeds placed in the Treasury. Although we may lose our title to them as a part of the public domain, yet they become of enhanced importance, as the new proprietors will furnish a larger amount of taxable property from which we can draw the means for the support of government.

The following statement, prepared at the Auditor's office, shows our financial condition this day : —

The City Debt (<i>exclusive of the Water Debt</i>) at the beginning of the present financial year, 1st of May last, as reported by the Auditor, was	\$2,227,338 66
The Water Debt at the same time was	\$5,031,961 11
Total,	\$7,259,299 77

Since that time there has been charged off on the Auditor's books as follows :

Payments on the City Debt,	\$17,500
Payments on the Water Debt,	31,000
	48,500 00

<i>Amount carried forward,</i>	\$7,210,799 77
--------------------------------	----------------

<i>Amount brought forward,</i>	\$7,210,799 77
And there has been added <i>Funded Loans</i> to the amount of	756,700 00
<hr/>	
Making the total of <i>Funded Debt</i> at this time,	\$7,967,499 77
<i>To this amount should be added</i> payments made and to be made on loans authorized, <i>but not yet negotiated</i> , esti- mated at	455,500 00
<hr/>	
Making a total consolidated funded and unfunded <i>Debt</i> of	\$8,422,999 77
<hr/>	
Of which the <i>Debt of the City proper</i> amounts to	\$3,421,038 66
And the <i>Water Debt</i> to	5,001,961 11
<hr/>	
	\$8,422,999 77
<hr/>	

The means of payment are:

Balance to the credit of the Committee on the Reduc- tion of the <i>Debt</i> , on the 1st of May last, deducting the payments on the <i>Debt</i> since that time,	\$465,753 29
Cash received since that date on account of sales of Pub- lic Lands, and on Bonds and Mortgages,	134,947 24
Do. from this year's Taxes, being the amount specially appropriated for this object,	80,000 00
<hr/>	
	\$680,700 53
Bonds and Mortgages,	553,162 29
<hr/>	
	\$1,233,862 82
<hr/>	
Gross <i>Debt</i> , as above stated,	\$8,422,999 77
Means of Payment,	1,233,862 82
<hr/>	
Net <i>Debt</i> at this time, (2d January, 1858),	\$7,189,136 95
<hr/>	
Of which the <i>Water Debt</i> is	\$5,001,961 11
Balance,	2,187,175 84
<hr/>	
	\$7,189,136 95
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I have already, gentlemen, taken up more time than I intended in presenting for your consideration those suggestions which I supposed might be pertinent to this place and occasion. As opportunities occur, or as I become more conversant with our affairs, it will be my pleasure, as it is my duty under the charter, "to communicate such information, and recommend such measures, as may tend to the improvement of the finances, the police, health, security, cleanliness, comfort and ornament of the city."

While to you belongs the legislative department, the enactment of wise laws, the selection of many of the most important ministerial officers of the government, the raising of the public money, and its appropriation to legitimate purposes, it is my charge, as the chief executive officer, "to be vigilant and active at all times in causing the laws to be duly executed and put in force, to inspect the conduct of all subordinate officers, and, as far as it may be in my power, to cause all negligence, carelessness and positive violation of duty to be duly prosecuted and punished."

We enter upon our duties at an epoch in the history of the city which demands for its rulers the strenuous endeavors and the most patriotic devotion of its best men. It may be that we are not equal to this trust, and that our citizens will be disappointed in their expectations; but one thing is certain, that we have the power to consecrate such abilities as we do possess to

its service, and to leave the government to our successors with clean hands, and consciences void of offence.

While faithful in all public matters, let us see to it that our own private walk and conversation be such as to excite to emulation. Let us not be false to the high position in which we have been placed as the guardians of the public morals, and the exponents of correct principles. The oaths we have now taken have not only been entered upon our journals and witnessed by this assembly, but are recorded on high. We have solemnly invoked the presence of the Supreme Ruler to hold us accountable for the purity of our motives, and the spirit which shall govern our acts. Let the hallowing influence of this service extend through all our deliberations, and in every path of official duty, so that if we should fail to receive the applause of our fellow-men, we may receive the approbation of our God.

THE

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INAUGURAL ADDRESS

OF

HIS HONOR

FREDERIC W. LINCOLN, JR.

MAYOR OF THE CITY OF BOSTON,

TO THE CITY COUNCIL,

JANUARY 3, 1859.



BOSTON:

GEO. C. RAND & AVERY, CITY PRINTERS,

No. 3, CORNHILL.

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C I T Y O F B O S T O N .

In Common Council, January 3, 1859.

ORDERED, That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

J. P. BRADLEE, *President.*

In Board of Aldermen, January 10, 1859.

Concurred.

SILAS PEIRCE, *Chairman.*

ADDRESS.

GENTLEMEN OF THE CITY COUNCIL:

In conformity with the expressed will of the citizens of Boston, we have assembled in this hall, to inaugurate a new government, which shall control the municipal affairs of the city for the present year.

We have been selected from different classes and avocations in life, from various interests and callings, and from all portions of the city, to administer in behalf of the people a great governmental trust.

The city, which it is our privilege to represent, has an honored name and reputation in the past: our own actions and policy should add to its renown and character in the present, and will have an influence in shaping its destinies for the future.

We, each and all, have taken a solemn oath to be true to the obligations which our position imposes — personal aggrandizement or private interests have no right to enter these walls. We are not acting for ourselves, but for others, and for a constituency who will jealously scrutinize our labors. Our task will be easy, and our path of duty clear, if, with a single eye, we

are true to the interests of the city. If our motives are pure, our consciences and our judgment will be enlightened, and neither stain nor reproach will attach to ourselves, or to the city whose honor is in our charge.

We enter upon our duties under the happiest circumstances; no narrow partisan triumph has borne us victorious to these Council Chambers, but the electors, in their wisdom, disregarding in a great measure our political affinities, have placed us here together, not to carry party measures, but to guard those sacred interests which centre around their firesides, and to take such action as will foster those mutual relations which bind them to each other as friends and neighbors.

We are called to our respective positions in an interesting period in the history of the times. The commercial crisis, under which, in common with the whole business world, we have been suffering, is nearly past, and the cheering signs of returning prosperity are again gladdening the hearts of our people.

Our streets and wharves are once more becoming thronged with the busy multitude, capital is again seeking investments, thus stimulating enterprise, while the great middling interest, and the mechanic and the laborer, are rejoicing in the prospect of the slow but sure returns which shall reward their honest toils.

The year that has passed has witnessed but com-

paratively few serious or gross breaches of the public peace; notwithstanding our large and heterogeneous population, property and life have been nearly as safe in the city as in any rural village in the interior. The health of the city has been unparalleled. Our sanitary measures have been so effectual that no serious epidemic has sprung up within our borders, while such has been the watchful guardianship of our Quarantine establishment, that no foreign disease has been able to invade us with those fatal results which have affected other cities on the coast.

Let us, then, recognizing the blessings which Heaven has so kindly vouchsafed to our favored city, apply ourselves with due diligence to those labors which are before us.

The proprieties of this occasion require that I should present a statement of the present condition of the city, and the most important transactions of the past year.

But the limits of an inaugural address will not permit me to go very minutely into details, or to anticipate the annual reports of the several Heads of Departments.

I shall content myself with a rief allusion to some of the most important topics, premising that I have no doubt you will be gratified with the state of affairs which will be presented in these documents, when they are laid before you.

F I N A N C E S .

The first subject that naturally requires our solicitude at the commencement of the year is our financial condition. In a certain sense we are like any other corporation — we have a visible property, can make a schedule of our debts and liabilities, and ought to be able to show our means of payment, and the sources from which we may expect an income.

There is a just apprehension in the minds of the citizens as to the public debt, which is accumulating from year to year. There is a temptation in every administration of the City Government to make the burden of taxation as light as possible on their immediate constituents, and when there is an excess of expenditures over the income, it is a very easy matter, such is the credit of the city, to contract a loan for their successors to pay. In some cases this is justifiable, when some great enterprise is projected, from which hereafter an income can be derived, or when the expenditure is for that class of public works so permanent in their character that posterity, as well as the present generation, shall receive its benefits. But in the ordinary routine of official duty, such a course is unwise and unjust; our current expenses each year should be met by those who are enjoying the good they secure.

A timid policy in regard to the prompt payment of our necessary expenses will not be justified by our citizens, for we live in a community who are willing to pay for what they enjoy. If we compare our rate of taxation with other large cities in the Union, or with the thriving cities and large towns in our immediate vicinity, it will be found that it is not exorbitant, when we consider the great advantages which a residence in our favored city brings to every citizen.

With these few suggestions, I submit for your consideration an abstract from the books of our careful and accurate Auditor.

The City Debt (*exclusive of the Water Debt*) at the beginning

of the present financial year, viz: 1st of May last, as re-	
ported by the Auditor, was	\$3,376,238 66
The Water Debt at the same time was	\$4,724,961 11
Total,	<u>\$8,101,199 77</u>

Since that time there have been the following changes, viz:

City Debt.—Payments nothing, as nothing has become due.

There has been added the sum of	\$832,350 00
The amount 1st of May, as above, was	3,376,238 66
Making an <i>apparent</i> funded City Debt of	<u>\$4,208,588 66</u>

Water Debt.—The amount on 1st of May, as above stated,

was	\$4,724,961 11
Add for new water main,	400,000 00
	<u>\$5,124,961 11</u>
Deduct payments since May 1,	170,500 00
Leaving an <i>apparent</i> Water Debt of	\$4,954,461 11
And a Total Debt of	<u>9,163,049 77</u>

With regard to the Water Debt, it should be observed that all the payments which have been made to reduce that debt below the actual cost of the Water Works have been only so much transferred from the Water Debt to the City Debt, as the Water Works have contributed nothing towards reducing the cost — their income, from all sources, not being sufficient to meet the interest on the cost, including extensions and the expense of carrying on the works.

The account should therefore be stated as follows :

Total amount of Debt as above stated,	\$9,163,049 77
Less cost of Water Works, as per Auditor's Report, No. 46,	
p. 203,	5,755,952 05
Add new main,	400,000 00
	<hr/>
	\$6,155,952 05
Real City Debt,	3,007,097 72
Real Water Debt,	6,155,952 05
Total as above,	<hr/> \$9,163,049 77

This difference of \$1,201,490.94 between the *real* and the *nominal* Water Debt, has been paid out of city funds, and has consequently created an apparent increase of the City Debt, and an apparent reduction of the Water Debt to that amount.

The gross Debt as herein stated at this time, is	\$9,163,049 77
Same at this time last year,	8,422,999 77
Being an increase of	<hr/> \$740,050 00

The means of paying the debt are:

Balance to the credit of the Committee on the Reduction of the Debt, on the 1st of May last, as reported by the Auditor,	\$577,028 25
Annual appropriation from Taxes the present financial year for this purpose,	105,000 00
Cash received on Bonds and Mortgages,	199,480 28
Cash received on sales of Public Lands and other city property,	38,248 72
	<hr/>
	\$919,757 25
Less — payments on Water Debt,	170,500 00
	<hr/>
	\$749,257 25
Bonds, mortgages, notes, &c., on hand,	515,157 89
	<hr/>
	\$1,264,415 14
Amount of debt this year,	\$9,163,049 77
Means on hand,	1,264,415 14
Net debt,	\$7,898,634 63
Amount of Debt last year,	\$8,422,999 77
Means on hand,	1,233,862 82
	<hr/>
	7,189,136 95
Net increase,	709,497 68
	<hr/>
Amount of City Debt,	\$3,007,097 72
Means on hand,	1,264,415 14
Net City Debt,	\$1,742,682 58
	<hr/>

In regard to the increase of the City Debt, it should be observed that the amount of the new loans originating with the Government of 1858, was only \$94,000. The balance was caused by measures proposed by previous administrations, which it was necessary to carry forward or consummate.

C O U N T Y E X P E N S E S .

The Suffolk County expenses are paid by the City of Boston, and are included in the amount of our annual expenditures. We have but little or no control over these accounts, as they are paid by drafts drawn by the Courts on the County Treasurer.

They have amounted for the last twelve years to over \$63,000 per annum.

The City of Chelsea and the towns of North Chelsea and Winthrop, receive their proportion of the benefit of this expenditure, without contributing anything towards it.

P R O P E R T Y O F T H E C I T Y .

The value of real and personal property taxed by the Assessors on the first of May was—real \$153,305,300, and personal \$101,208,800 ; as compared with the previous year, there was a gain in real estate, and a loss in personal property.

I am not aware that the property owned by the city has ever been appraised. I would suggest that when the Assessors are engaged the present year in taking a valuation of the property held by the citizens, they should also make an estimate of that possessed by the city and under the control of the municipal authorities.

THE FRANKLIN FUND.

The name of Benjamin Franklin is endeared to the people of Boston not only by his career as a patriot and philosopher, but by his remembrance of them in his last will and testament. By his legacy for the promotion of scholarly acquirements in our public schools, he has stimulated and fostered the love of learning in our ingenuous youth, but the other bequest for the aid of young mechanics was hampered with such restrictions that it has not accomplished the amount of good that he anticipated. The fund has been slowly accumulating, and under the charge of the estimable and public-spirited gentleman, who has for so many years acted as Treasurer, has been judiciously managed. In the Auditor's Report of last year a statement will be found of the present condition of this fund, with a recommendation, copied from one of our public presses, for its future enlargement and disposition.

I desire to call your attention to this subject, for it is one which affects the future pecuniary resources of our city. The fund is now invested at 5 per cent.; as the city is often a borrower, and sometimes at 6 per cent., it has been suggested that the fund should be invested in our own six per cent. bonds. By making this change, and adding from the treasury, or by private contributions, a sum of about four thousand

dollars, the amount of the fund, with compound interest, would be equal to that contemplated by Franklin at the expiration of the first century, viz: £131,000, or \$582,000. The city is authorized in 1891 to take £100,000, or \$444,000, to be expended in public works, while the balance is to continue at interest for another hundred years, as a nucleus for accumulation, when it is to be divided between the city and the Commonwealth.

The only drawback to this estimate is the possibility of a portion of the fund being loaned for its original purpose — to aid young married mechanics. But little difficulty need be apprehended on this score, as but seldom has the amount loaned been more than ten or twelve hundred dollars per annum. If such an emergency should occur, it will be nearly met by the donation of the balance in the hands of the Franklin Statue Committee, who have authorized their treasurer to place it in the possession of the city.

If the City Council have the power, and are disposed to make this change in the investment of this fund, I have some assurance from gentlemen of wealth and public spirit that they will contribute towards the object, so that the intentions of Franklin in this matter may be realized.

THE PUBLIC SCHOOLS.

Among the departments of the public service, designed to promote the welfare of the community, our excellent system of public instruction stands pre-eminent. Established by the wisdom and foresight of the founders of our city, and cherished by each successive generation with an ever-increasing interest, it still continues claiming our warmest affection and support.

A glance at the statistics of our school system will show the magnitude and importance of this branch of our municipal affairs. The average number of pupils under instruction during the six months ending on the 31st day of July, was 25,255. The whole number of teachers employed in the service is 450. The total current expenses of the public schools for the last financial year, exclusive of the cost of new school houses, were \$345,294.61.

The appropriations for the support of our educational system have materially increased within a few years, but upon examination it will be found that this increase has been due mainly to the increase of population.

It is a remarkable fact that the number of pupils educated in our schools has more than doubled during the last sixteen years. Within that period, the cost of

tuition per pupil has increased about 25 per cent., which seems to be no more than the general progress of the times and the advancing standard of education would reasonably require. During the past year, a large and commodious school house has been constructed in Ward Eleven: a similar one is now being erected in South Boston, which will be finished early in the spring, and an order has been passed for the enlargement or rebuilding of the Eliot School House in Ward One.

In addition to these, a necessity exists for a new building to replace the Quincy School House, which was recently destroyed by fire. As the city is increasing in population, with the growing wants of the rising generation, the time is not far distant when more accommodations of a similar kind will be needed.

My official position has brought me in connection with the School Committee, and it affords me gratification to be able to state, that, in my judgment, our system of public schools has never been in a more healthy and flourishing condition than it is at the present time. I can bear testimony to the fidelity, intelligence and zeal of the members of the School Committee, and of the instructors.

I trust that, with a due regard to economy and the best interests of the community, the City Council will cheerfully coöperate with those who have the immedi-

ate care and charge of the schools, in all reasonable measures for the support and advancement of the cause of popular education.

In connection with the subject of Schools, I desire to bear my testimony to the value of the services of the truant officers. This office is a peculiar one; it is separate from the Police; it is not under the control of the School Committee, but is responsible only to the Mayor, to whom weekly reports are made.

The salutary results of these labors are discernible in the diminished per cent. of average absence from the public schools in every part of the city.

These officers investigated over 1,500 cases from January 1 to September 30. These duties are arduous and delicate, and require energy, patience and discretion. Children of vicious and degraded parents are subjected to watchfulness and wholesome restraint; many by this means are saved from vice, and will grow up good members of society.

PUBLIC INSTITUTIONS.

The Public Institutions, those particularly connected with pauperism and crime, are probably now in a better condition than ever before in our history. The plan of consolidation by having all this class of institutions under the control of one Board, which was organized by the Government of 1857, has proved

so far eminently successful. Great credit is due to the Board who have had this subject in their charge, for the efficiency and zeal with which they have prosecuted their labors.

A large expenditure has necessarily been incurred for the improvements and alterations consequent upon the commencement of the system. I have no doubt that when it is thoroughly organized and all its plans consummated, the annual expenses of the present system will be much less than under the old arrangement of separate Boards for each institution.

The House of Reformation for Juvenile Offenders has been removed during the year from South Boston to Deer Island; the old buildings have been sold, and the land placed in the hands of the Land Commissioners. This change has enlarged the accommodations for vagrant and neglected youths, so that an additional number have been rescued from the streets and the temptations of the city, and placed under that wholesome restraint and discipline which they so much needed. After remaining in the school a certain time, these boys are indentured as apprentices to some mechanical trade, until they are of age, with suitable provisions as to their education and support.

One of the most mournful facts in connection with vice in our city, is the large increase of youthful criminals. The males are provided for by the House

of Reformation; a similar institution is needed for those females just commencing their career of shame. Under the present arrangement at Deer Island this class are of necessity placed with the oldest and most abandoned of their sex, and are contaminated more or less by their influence. An effort should be made to save them from the fate that eventually awaits them; some plan should be devised whereby they may be kept apart from the hardened offenders, and be brought under those influences which shall help them to reform. An institution more domestic in its management, where they can be educated and fitted for those duties which will make them good members of society, rather than outcasts, it is a duty to establish forthwith. It will not only help those who are already incarcerated and under sentence, but will furnish accommodations for many who are now strolling about our streets, just on the threshold of a life of infamy.

At the House of Correction at South Boston, the building used for the workshop has been raised, and rooms have been provided for the officers' quarters and additional shop room. The number of criminals has so increased that additional accommodations will soon be required; the criminals, averaging about five hundred in number, are both male and female, employed in productive labor, which pays a portion of the expense of the institution, and assists very much in the discipline, good order and health of the establishment.

During the last year, the State paupers have been removed from the Lunatic Hospital to the kindred institutions under the care of the Commonwealth. This arrangement affords accommodations for paying patients; and such is the reputation of the Superintendent, that I understand our citizens are availing themselves of the privilege of placing their unfortunate friends under his charge.

The House of Industry, that portion of it devoted to the relief and maintenance of the worthy poor having a settlement in the city, has comparatively few inmates, considering the number of our population. Here the aged find a home, and are made comfortable during their declining years, while the young are provided with the care and education which the necessities of their case require.

During the past year, much progress has been made in the improvement and cultivation of the farm on the island, which, if followed in succeeding years, will tend very materially to lessen the expenditures of this department.

F R E E C I T Y H O S P I T A L .

In connection with the subject of Public Institutions, allow me to express my regret that no progress has been made in the establishment of the City Hospital.

The building, which was purchased for the purpose, now stands unoccupied. If it cannot be used for this

or a kindred institution, it should be sold, with the adjacent land ; for it now remains, a monument of a noble enterprise frustrated through the opposition of a portion of our own fellow-citizens.

OVERSEERS OF THE POOR.

The poor of the city, excepting those in the several public institutions, are under the care of a Board independent of the City Government. This Board is chosen by a popular vote, and its members are not responsible to the City Council, except so far as their expenditures are limited annually by the amount which is placed at their disposal from the City Treasury.

They are also a corporation, vested by the Commonwealth with the power to hold trust funds, which they dispense in accordance with the will of those who have made them trustees.

The laws of the Commonwealth very justly provide that each town shall take care of its own poor ; aliens, and others having no legal settlement, are provided for by the State, in alms-houses built for that purpose. If the Overseers of a town assist such cases, they have no remuneration, as the State does not furnish any means for out-door relief. It is exceedingly difficult to know to what extent this should be afforded. Paupers and those having no visible means of support, should be at once put in charge of the State or City institutions,

while others, who are temporarily suffering through sickness or accidental circumstances, should be relieved, although they may not have any legal claim.

The subject of pauperism, particularly as connected with our large cities, is one of the most difficult problems of the times.

It is often the case that the moment anything is given from the public purse, that moment the recipient's relation to society is changed. He soon loses the spirit of independence and self-reliance which ought to be encouraged, and is apt to become, ever after, a dependent upon the charity of the State or individuals.

Injudicious almsgiving is a great evil, and we are morally culpable if we do not resort to every measure in our power to check it.

The Overseers of the Poor are honorable men, and, I have no doubt, discharge the obligations of their position to the best of their ability; but they are generally gentlemen engaged in active business, and have not the time to properly investigate the claims of every applicant for relief. I have assurances from some members of the Board, that they earnestly desire some change in the mode of administration, and will cheerfully coöperate with the City Government in devising some plan which will be better than the present system.

Such is the reputation of Boston for benevolence,

that a swarm of mendicants rush into the city every winter from all parts of the country, occupying cellars or attics, and are supported either at the public charge, or by private bounty.

The expenditures of the Board of Overseers last year were about \$64,000. The amount has been increasing annually with great rapidity. The mischief, however, is not so much the sum of money spent, as the fact that often the least worthy and the most importunate receive that aid which should be given only to the deserving.

The change which is needed may require an appeal to the Legislature. I would accordingly recommend the subject to your early consideration, hoping that some plan may be devised which can be put into operation before another season.

P U B L I C L A N D S .

One of the best indications of the growth of our city is that furnished by the sale of our Public Lands.

These lands are sold on such conditions that they must be immediately improved. Buildings are soon erected, and taxable property increased. The number of buildings erected in Ward Eleven the past season was 286 — a larger number than in any previous year. The whole number of feet of land sold by the Land Commissioners in the year 1858, was 374,734 feet; the proceeds of their sales south of Dover street, were

\$214,836.08. There was sold at South Boston 19,373 feet, for \$3,678.98. The amount of salable land south of Dover street and west of Harrison avenue, is 391,234 feet; there are reserved lots containing 64,814 feet. South Bay territory, building and wharf lots, 2,055,880 feet; dock, 166,000 feet; reserved, 45,120 feet; making a total of 2,267,000 feet. At South Boston, amount of salable lands is 973,843 feet; held by city institutions, 436,360 feet; besides 1,310,700 feet of flats. At East Boston, one lot containing 2,500 feet.

B A C K B A Y.

In addition to the city lands now in the market, there soon will be a large portion for sale on the site commonly known as the Back Bay, belonging to the Commonwealth and the Water Power Company. From the situation of this property and the liberal and judicious plans for its improvement which have been laid out by its owners, there can be no doubt that if this territory should be annexed to the city, it will be of great advantage. Considerable progress has been made in this work during the year, and already some of our most affluent citizens have purchased lots with a view to the erection of elegant dwellings thereon.

The zeal and energy which have of late characterized those who have had the charge of this enterprise, together with the interest which is taken in it by gentlemen of fortune and social position, is an evidence

that but few years will elapse before this spot will be one of the most important and beautiful sections of our metropolis.

In adjusting the conflicting claims of those interested in this property, made under the administration of my immediate predecessor, the city placed itself under obligations to build one-half of a street from Beacon to Boylston street, and came into the possession of the flats lying between said street and the Public Garden. These flats have been covered over during the year by the Superintendent of the Health Department, so that no nuisance should accumulate which would annoy the immediate neighbors, and some progress has been made in filling up the street. There seems to have been some misapprehension as to the conditions upon which the city received this lot of land.

It has been alleged that it was granted with a view to the enlargement of the Public Garden, coupled with the understanding that it should be forever kept open and free to the public.

Such is not the fact: there is nothing in the indenture binding the parties in interest that will warrant such an assumption. This land is free from all conditions and restrictions, excepting that of filling it up to the level of the rest of the territory. It must be acknowledged that this strip of land overlooking the

Public Garden is of great pecuniary value. If the Garden be kept open, with a prospect of the Common, this parcel of land affords a site for elegant and costly dwellings unsurpassed in the city. In addition to this, it should be observed, that it is the duty of the Government of the City to act for the benefit of our citizens, and not for that of the people of the Commonwealth; and although happily in many points their interests are identical, there exists no reason why, without consideration, we should give to the State all those advantages of this situation which it has cost us so much sacrifice to secure.

My own opinion in regard to this whole subject of the Public Garden is, that the time has not arrived for any definite action on the part of the city authorities. When the contemplated improvements west of it are made, it may modify somewhat its relative position.

It is better, I think, to meet the charge of inactivity rather than by any hasty action to consummate measures which our successors will have cause to regret.

In the meantime, it may be advisable to beautify and adorn the Garden. At a small expense it can be vastly improved; the pond can be enlarged, without materially affecting any purpose to which it may hereafter be put. The earth removed may be placed upon the adjoining territory, thus contributing in some degree to the early consummation of that work.

SOUTH BAY LANDS.

One of the most important subjects which will require your early consideration, is the state of the South Bay Lands.

From the commencement of this enterprise, ten years since, it has been the source of the most perplexing difficulty and expense. It is useless to deplore the mistakes which have been made, or the misfortunes which have attended the work. Our only course now is, with a resolute will to prosecute the undertaking, which I have no doubt can be finished within the present municipal year. When it is completed, we shall have a large area of valuable property in a thriving portion of the city, which will be required for business purposes and dwelling houses, and which will reimburse us, at least in part, for the large amount of money which has been spent thereon.

STREETS.

The widening and extending of streets has for many years required from our City Government much attention, and has been the cause of a large expenditure of the public money. The amount expended in the year 1858 was between four and five hundred thousand dollars.

The labors of the Committee on Streets, to whom

are committed all the preliminary negotiations and arrangements which are necessary before the final action of the City Council, have been during the last year unusually severe.

In the valedictory address of the Chairman of the Board of Aldermen, a statement is presented of what has been accomplished in this department. As this document has been ordered to be printed, and will soon be in your possession, I will not occupy your time by details.

I do, however, wish to express my opinion, that it is time for us to pause, and while carrying out to a successful termination the various projects already contemplated, let us not enter into new or extensive plans in this direction, until we have obtained the authority from the Legislature to assess a portion of the expense upon those who are most benefited by the improvement. The fact is familiar to you all, that in times past, interested parties have insidiously advocated new projects, apparently for the public good, but which have resulted in the end to the aggrandizement and profit of individuals, at a great cost and expense to the City Treasury.

Former governments have wisely committed to us the widening of some streets, and prospective lines have been drawn for rebuilding.

This is a slow policy, but it more equally divides the

cost, and does not crowd a large expenditure into a single year.

Under our present circumstances, when a new project is started which is to benefit individuals as well as the public, let a subscription be raised by those parties most interested, who will share with the city in the expense of the undertaking.

After all, is there not much exaggeration in the complaint often made by our own citizens, as well as strangers, as to the narrow and irregular character of our streets? We must of course be willing to acknowledge that wide avenues are more convenient for business purposes, and add very much to the appearance and elegance of a city. We regret that our fathers did not lay out their town upon the modern plan; but Boston is not worse than many other large business cities. A large and thriving population must necessarily suffer much inconvenience in the vicinity of its central marts of traffic. The very prosperity of a place, with its busy throngs, carries with it its attendant inconveniences. If it is a reproach to Boston that some of the streets are narrow, it is a reproach she can share with London, the great metropolis of the old world, and New York, our own commercial metropolis.

I do not make this suggestion because I am opposed to all improvements, but as a justification in part for our present position.

The paving, grading and repairing of streets, is an important item in the expenses of the city. During the past year, there has been a greater amount of labor in this department than in any previous season while it has been under the charge of the present superintendent.

The appropriation for the present financial year is \$194,000; the work laid out for the year has been nearly completed, and it is confidently believed that the balance of the appropriation on hand this day will meet all the calls which will be made by the Department.

P O L I C E.

The Police Department, which is under the immediate control of the Mayor, and is the effective force of executive power, I have the satisfaction of stating, is in a good condition. The number of patrol men is two hundred and forty-two; the captains, lieutenants, and other officers make the whole number two hundred and seventy-nine.

In their care are placed the lives and property, as well as the order, peace, and outward moral deportment of the whole community. The Department should be free from all political and partisan influence. A good character, and official merit in the discharge of its delicate and responsible duties, should be the

principal qualifications of those who are engaged in its service.

During the year an additional number of men were added to the Harbor Station, in order to establish a day and night water patrol by boats, which has proved of great importance to the shipping and commercial interests. A telegraphic connection has been established between the central office and six of the police stations, which is destined to be an important auxiliary to the efficiency of the Department.

A uniformity of dress has been adopted for the members. This measure was recommended in the last annual report of the Chief, and is one of that series of reforms which have taken place in the Department within a few years, and which have done so much to give to it that character of respectability and efficiency which it now enjoys.

There was some difference of opinion in the Government as to the expediency of the measure when it was first suggested ; but I am confident that experience will prove that its influence will be salutary on the Department, will do much to prevent crime, and be of great aid to citizens and strangers who require the services of the members. It is adopted by all the large cities on the continent of Europe and this country, and is fast gaining in popularity with our own people.

A new police station house is now being erected at

East Boston. It will have all the improvements which this class of buildings now require. It will not only furnish accommodations for the custody of the vicious, but will be a shelter to those homeless wanderers who are often compelled to seek refuge at night from the pitiless storm.

P U B L I C H E A L T H .

The health of the citizens is one of the most important interests committed to our care. By our system of sewerage, and that class of services discharged by the Internal Health Department, Boston has always maintained a good reputation as to its sanitary character. This, however, has been secured at a great cost, and I have reason to believe such is the situation of some portions of our territory, that our expenditures in this direction will be considerably augmented. The introduction of the Cochituate Water has already caused the enlargement and rebuilding of some of the main sewers, while the change of grade in some of our streets, occasioned by the new lands made in the vicinity, will cause a large expenditure, both to individuals and the city, in the raising of buildings. Some measures have been taken in preparing plans for the prospective raising of the grade of territory between the Worcester Railroad, Tremont street, Medford street and Shawmut avenue, also that between Boylston, Church, Fayette streets and the Back Bay.

An able report in regard to the situation of Dover street and vicinity, was submitted to the Board of Aldermen at the close of the municipal year, to which I would call your attention.

A great nuisance exists in the low lands immediately joining the city of Roxbury. It was anticipated that that city would unite with us in abating the evil, but they have finally determined upon a different course from that recommended by our City Engineer, which renders some prompt measures on our part necessary.

A serious trouble was also developed during the summer in the vicinity of the Milldam and Charles street. The sewers at the foot of Mount Vernon and Otter streets were extended to deep water without materially lessening the nuisance.

It is now proposed with the opening of the spring to extend the sea-wall on the Commissioners' line, and fill up the flats, which it is hoped will prove effectual.

P U B L I C L I B R A R Y.

The Public Library, the edifice of which at the commencement of the year had just been completed and transferred to the Trustees, has finally been opened to the public.

Although several months elapsed during which the circulation of books was suspended, yet such a course was necessary in order to complete and perfect a

thorough catalogue, and to place the books in their relative order on the shelves. I have a personal knowledge of the fact that the utmost diligence was used, and the Trustees deserve to be congratulated upon the high appreciation in which their services are held by the community.

It will be noticed by the annual report that has recently been published, that Mr. Bates still continues his donations to the Library. We anticipate with much pleasure his visit to this country during the present year. The merchant's humble clerk, who, while receiving his mercantile education in Boston, and thirsting for knowledge without the means to gratify it, embraced the opportunity afforded by a friendly bookseller to sit at his counter upon a spare evening, to read the books exposed for sale, will then be introduced to one of the most valuable libraries in the world, which is free to every citizen of Boston, and whose existence is owing in a great measure to his own munificent gifts.

THE WATER WORKS.

This great interest, which is under the control of a Board of Commissioners appointed by the City Council, has received much attention during the year. Important improvements have been made at the lake; the new dam has been finished, and, as soon as

permission is granted by the Legislature, the gate-house will be raised. This will give an addition of two feet in depth of water at the lake, and will add twenty-five per cent. to its capacity, or, in round numbers, 400,000,000 gallons, equal to one month's supply to the city. The number of water takers is about 22,000, and the income during the present year is estimated at \$310,000.

In the original construction of the work, it was contemplated that three main pipes would be necessary to bring the water from the Brookline Reservoir to the city; only two have been laid. The period having arrived when the third became expedient, an order was adopted with great unanimity by both branches for constructing the same, and a loan of \$400,000 was authorized to meet its cost, which amount has been obtained, and constitutes a part of our Water Debt.

I must confess that I had some doubts as to the expediency of incurring this expense; there was such an immense quantity of water wasted, it seemed to me that some radical measures should be taken to remedy that evil, rather than to furnish any facilities for an increase.

But a subsequent investigation led me to the belief that it was necessary, and no argument had more influence upon my mind than the propriety of having

a pipe in another bed than the one now occupied. The two pipes are now lying together: any accident occurring to one, causing a break and carrying a large torrent of water, might weaken the foundations of both, thus cutting off a supply. A calamity so serious — with results so appalling to the convenience, health, and safety of our people — convinced me that there should be no unnecessary delay in the commencement of the work.

FIRE DEPARTMENT.

The annual report of the Fire Department has so recently been submitted to the City Council, that I need but call your attention to it. The Department is in good condition as to character and efficiency, and enjoys the confidence of our fellow-citizens.

Although a paid Department, yet its members have that spirit of daring and heroism in the discharge of their often perilous duty which it is sometimes alleged belongs only to volunteers.

Two members were killed at a fire last summer, and the subsequent appropriation towards the purchase of a burial place for them by the City Council, shows its appreciation of the services of the Department. Two Steam Fire Engines have been purchased, and have been put into commission.

One of the great benefits which it was supposed

would be derived from the introduction of Cochituate water into the city, was the facilities which it would afford in lessening the destruction of property by fire.

Statistics will prove that we have not received so much benefit in this particular as we had reason to anticipate. The question occurs, Have we used to the extent that was practical the hydrant system?

I desire to call your attention to the subject, in order that if there has been a failure, a remedy may be applied; for we should derive the full benefit of all the facilities we possess in this matter.

M T. H O P E C E M E T E R Y.

The Mt. Hope Cemetery, which had been purchased by the city to supply the place of our ancient burial-places, was early in the year placed in the hands of a Board of Trustees. They commenced and have prosecuted with great energy the work of grading and preparing lots and beautifying the spot for its sacred treasures. It is anticipated that no further call will be made on the Treasury to meet its expenditures, as a sufficient sum will hereafter be received from sales to meet its wants.

It becomes us, the members of the City Government, to make its merits more fully known to the community; for I apprehend that comparatively but few of our citizens are aware of the beauty of its situation, or

the fitness of its groves and solemn shades for the sepulchres of their dead.

NEW DIVISION OF WARDS.

The spirit of progress and improvement has recently impelled the natural current of our population southward, with an unforeseen rapidity, and by the conversion of numerous and substantial dwellings into warehouses of trade, the numbers of the legal voters in the several wards of our city, which were nearly the same in 1850, have now become very unequal.

The number of legal voters at this date in Ward Four, is 1,754; in Ward Seven, 1,354; while in Ward Ten, the number is 2,121, and in Ward Eleven, 3,119.

By the third section of the Revised City Charter, it was made the duty of the City Council in 1860, "to make a new division of the city into twelve wards, so as to include an equal number of voters in each ward."

But by the subsequent passage of the Act of 1857, (Chap. 309,) entitled "An Act to divide the Commonwealth into Forty Districts for the choice of Senators," the County of Suffolk was divided into *five* separate districts—and it was further provided that "no new division of wards in the City of Boston shall be made previous to the next apportionment of Senators and Representatives," anything in the Charter of the City of Boston to the contrary notwithstanding.

So that, as the matter now stands, a new division of wards, so very desirable, cannot be made before the year 1865.

But as this prohibition is merely a legislative act, it is perhaps susceptible of a repeal or modification by the Legislature, provided the apportionment of Senators and Representatives is not affected thereby.

For a new division of wards can be so arranged by an alteration of the lines of some of the wards, that the present territorial limits of the several Senatorial districts can be preserved; and as all the wards except Wards Two and Twelve, (which two wards can retain their present boundaries,) are entitled to elect two representatives to the General Court, the said representative apportionment need not be affected by a new arrangement of wards in the city proper.

At all events, this subject is worthy of careful consideration by the City Council, and if any plan can be devised to remedy the present difficulty, I suggest that seasonable application be made to the Legislature of 1860 to adopt such mode of relief as may be feasible under the circumstances.

There are many other subjects to which I would call your attention, if time would permit.

During the past year, the basement of Faneuil Hall has been devoted again to the purpose for which it was originally erected.

Dover Street Bridge, constructed a half century since, has been rebuilt in a substantial manner, and is now open to the public.

A horse railroad has been established within our own territorial limits, to accommodate the inhabitants of Ward Twelve, and a legislative act has been accepted for another, for the convenience of the citizens of Ward Two.

That exciting controversy in regard to the rights of East Boston, I trust, is drawing to a close. The last city government, with great unanimity, initiated measures to afford relief to that important portion of the city. The result of the negotiations of the committee who have the subject in charge, will require your action, and I have no doubt will receive your favorable consideration.

Other important subjects have been referred to the present government, which, together with those that will come up in the natural order of business, will require much of your time, and the exercise of your best judgment. Let our annual appropriations, in the first place, be ample to meet all our current expenses, and then let us confine ourselves strictly within their limits. No large expenditure under the care of any committee should be incurred, without a special order to authorize the same.

The business relations of the city should be consid-

ered. Let us help and foster everything which will increase trade, and afford all the facilities in our power to every branch of industrial effort. Having one of the best harbors in the world, and connected by its system of internal improvements with all parts of our great country, Boston should make rapid strides in commercial importance.

I have thus, gentlemen, in conformity with the requirements of the occasion, presented an abstract of the transactions of the past year, with some suggestions for your future consideration. To those who are experienced in the affairs of the city, I need not say how meagre has been the statement which has been laid before you. The mind is bewildered and lost, sometimes, in the diversity of its many interests, and the importance of the trusts which have been committed to our care. Every department requires the most watchful guardianship, and the zealous devotion of our best powers to its service. It is no holiday affair to administer the government of a city like Boston.

It is said that the consideration of great interests, the responsibilities attending the immediate control of matters affecting the well-being of our fellow-men, elevate and expand the sentiments, and expel from the mind everything that is petty and mean. Let us illustrate in our official career this great truth.

May our standard of excellence correspond with the dignity of our service ; then shall we be better fitted for the duties of our present situation, and be more worthy, when all life's labors are finished, to dwell in that “ city which hath foundations, whose builder and maker is God.”

THE
INAUGURAL ADDRESS

OF HIS HONOR

FREDERIC W. LINCOLN, JR.

MAYOR OF THE CITY OF BOSTON,

6340a.41

TO THE CITY COUNCIL,

JANUARY 2, 1860.



BOSTON:

GEO C RAND & AVERY, CITY PRINTERS,
NO. 3, CORNHILL.

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CITY OF BOSTON.

In Common Council, Jan. 2, 1860.

ORDERED,— That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

J. P. BRADLEE, *President.*

In Board of Aldermen, Jan. 9, 1860.

Passed in concurrence.

OTIS CLAPP, *Chairman.*

A D D R E S S.

GENTLEMEN OF THE CITY COUNCIL:

THE popular will, as indicated by the suffrages of our fellow citizens, has intrusted us with the administration of the Municipal Government of Boston for the coming year.

The condition of the City is already familiar to some of our number, who have held, through the confidence of the people, official relations in the management of its affairs, while others assemble with us for the first time to coöperate in the consideration of those measures which shall promote its welfare.

The conservative character of the people of our metropolis is not better illustrated than in the fact that so many of us have heretofore enjoyed the opportunity of bearing our share of the public burdens and honors. With this large proportion of old members in the Council, we welcome new associates, coming as it were more fresh from the people, who will have an influence in breaking up that tendency to routine, which too often is the bane of

those who have long exercised official functions in the government. The experience of some will thus be united with the progressive spirit of others, and together I trust we shall succeed in such an administration of affairs as will conduce to the advancement of all the interests which have been committed to our care.

We have an honorable pride in the past history and renown of our beloved city. Its character for the coming year is intrusted in a great measure to our fidelity; with uplifted hands we have solemnly sworn to be true to all the obligations which our position imposes, to bear true faith and allegiance to that ancient Commonwealth, around which cluster so many interesting associations, and to that Constitution of the Union, which has made the inhabitants of these confederated States a great and happy people.

On former occasions it has been my privilege to make such observations as I deemed pertinent upon the character of our municipal organization, and the general principles upon which its government should be conducted. My present purpose is simply to review some of the principal measures of the administration of last year; to present a truthful statement of our present condition, and to make such suggestions as may be worthy of your consideration. The very fact, that so many of us are in our accus-

tomed places, is an indication on the part of our constituents that no radical change is desired. The past has been approved by the people, our present duty is to pursue the same general line of policy, keeping up with the progress of the times, and meeting to the full extent the new demands which an increasing population and a thriving community require at our hands.

FINANCES.

At this season of the year every prudent man examines the condition of his financial affairs. Following this example, I shall first present for your consideration a statement from the books of the City Auditor and Treasurer. I have confidence that they will bear the most rigid scrutiny, and that our tax-payers will not have cause to complain, either of the amount, or the objects for which they have been called upon to contribute. The expenditures of a large city must be in proportion to its rank, and the social and business habits of its citizens. If it is going to decay, its expenses will be lessened to correspond with its decline; if it is making rapid strides in its onward march to prosperity, it is natural that a corresponding increase of means should be needed to fulfil its destiny.

There is a difference between the revenues received for the support of a government like that of the

United States, for instance, and that of a local municipal organization. In both cases the taxes are paid by the people, but in the first it comes so indirectly that they do not feel it a burden ; while in the latter it affects more immediately the pecuniary means of every individual, and sometimes appears too greivous to be borne with equanimity. For the first, no loud murmurs escape from the popular voice ; but for the latter the most severe scrutiny is exercised, and often many unjustifiable censures are uttered against those who have the charge of the administration of affairs. I believe this admonition is well, for it demands strict accountability of public servants. It becomes us to heed the warning, and to suffer no expenditure which will not be justified by the public interests.

All the payments which have become due the past year have been met at maturity. They have amounted to only \$64,050. In addition to which we have anticipated \$4,000 of Water Scrip due 1st of April next, being all that has offered out of nearly \$800,000 due at that time, notwithstanding the Treasurer has continued a public notice, since October last, that he was ready to pay, on demand, any scrip of the City which became due in January or April, 1860.

New loans were authorized during the year, to the amount of \$445,800. Some of these have been

negotiated, and with others, authorized in previous years, there has been a net increase in the debt to the amount of \$558,272 99, as will be seen by the Report of the Committee on the Reduction of the City Debt, made to the City Council on the 27th ult.

The principal items which have caused this increase are the following :

School Houses and Schools	\$85,000
Albany street Extension.....	84,800
South Bay Improvement and Public Lands.....	195,000
New Wharf at the West End*.....	44,000
New Steam Fire Engine House in Ward 1.....	12,000
Additional Appropriations for 1858-59.....	25,000

All our Loans have been obtained at five per cent. interest, and in some cases a premium on the Scrip has been obtained, and the Treasurer does not now issue any on a long time without a premium.

The following statement relating to the Debts of the City has been obtained from the City Auditor, and will no doubt be found interesting to the citizens :

The City Debt which is exclusive of the Water Debt, amounted on the first of May last, to.....	\$4,200,188 66
There has since been added to the Funded Debt.....	333,000 00
<hr/>	
Funded Debt at this time.....	\$4,533,188 66
Add also for Unfunded Debt.....	451,300 00
<hr/>	
<i>Amount carried forward.....</i>	<i>\$4,984,488 66</i>

* For the Paving and Internal Health Departments.

<i>Amount brought forward</i>	\$4,984,488 66
Deduct payments since 1st May.....	62,800 00
City Debt, funded and unfunded, at this time.....	\$4,921,688 66
Water Debt. The nominal Water Debt on	
the 1st May, 1859, was.....	\$4,754,461 11
Deduct payment since.....	5,250 00
	4,749,211 11
Total of Consolidated Debt at this time.....	\$9,670,899 77

The means on hand for paying off this Debt consist of the following items, which are by ordinance exclusively appropriated for that purpose, viz.:

Cash balance in the Treasury to credit of "Committee on Reduction of City Debt," on the 1st day of May last, per Auditor's report No. 47, page 207.....	\$894,817 04
Cash received since, from payments on bonds and mortgages on hand at that time	144,053 01
Cash received for first payments on sales of land and other city property, since 30th April last.....	7,882 58
Cash from city tax of 1859, appropriated in conformity to the ninth section of the Ordinance on Finance.....	220,000 00
	\$1,266,752 63
Less payments since 1st May on the City Debt and on the Water Debts.....	68,050 00
Cash means.....	\$1,198,702 63
Add bonds, notes and mortgages now on hand.....	575,570 34
	\$1,774,272 97

The net cost of the Water Works on the 30th day of April last was.....	\$5,796,081 59
Add the loan obtained to defray the cost of the new main.....	\$400,000 00
<i>Amounts carried forward</i>	\$400,000 00

<i>Amounts brought forward</i>	\$400,000 00	\$5,796,081 59
Less the amount expended last year for that object, and which is included in the above cost	\$29,770 47	
		370 229 53
 Estimated net cost (income deducted) of the Water Works at this time.....		\$6,166,311 12
 If from the cost of the Water Works as above.....	\$6,166,311 12	
We deduct the amount of the present <i>nominal</i> Water Debt, viz.....	4,749,211 11	
 We have a balance (which has been paid out of the City Treasury in cash, towards the cost of the Water Works) of		\$1,417,100 01
 If from the amount of the <i>nominal</i> City Debt as before stated.....	\$4,921,688 66	
We deduct the amount thus paid towards the cost of the Water Works, viz.....	1,417,100 01	
 We shall have left as the real amount of City Debt, or that incurred for purposes other than the Water Works, only		\$3,504,588 65
And deducting from this amount the means on hand of paying the Debt, exclusive of those items which belong to the Water Works.....	1,766,715 50	
 We have a net City Debt of only.....	\$1,737,873 15	
And a net Water Debt of \$6,166,311 12 less bonds and mortgages on hand belonging to the W. W. of \$7,557 47 6,158,753 65		
 Making a net consolidated debt of	\$7,896,626 80	
 Being the gross amount of the consolidated debts.....	\$9,670,899 77	
Less the means on hand for paying the same	1,774,272 97	
	\$7,896,626 80	

INCREASE OF THE CITY DEBT IN TEN YEARS.

The City Debt on the 31st day of December, 1849, amounted to.....	\$1,623,863 79
The same at this time, exclusive of payments on account of the Water Works, is.....	3,504,588 65
Real increase of the City Debt proper in ten years.....	\$1,880,724 86

Since which time, besides paying the ordinary and some extraordinary expenditures of the City, the following payments have been made, viz.:

For widening and extending Streets.....	\$1,819,300
School Houses.....	798,100
South Bay Improvements, and Public Lands.....	1,334,100
New Jail, in part	370,000
Library Lot and Building.....	363,000
East Boston Ferries.....	250,000
Mount Hope Cemetery.....	45,000
New Wharf at the West End.....	44,000
Bridges, and Mount Washington Avenue.....	205,700
State Taxes.....	1,046,400
	\$6,275,600

INCREASED VALUATION OF THE CITY PROPERTY IN TEN YEARS.

The Assessors' valuation of the City Property, on the 1st of May, 1859, was	
Real Estate.....	\$158,410,900
Personal Estate.....	105,018,100
Total.....	\$263,429,000

Same in 1849 — Real	\$102,827,500
Personal	71,352,700
	—————
	\$174,180,200
Increase	\$89,248,800
	—————
Tax in 1859	\$2,605,445 30
Tax in 1849	1,174,715 80
	—————
Increase	\$1,430,729 50
	—————

Since the last year, there has been an increase on the valuation of real estate of	\$4,905,600
And personal estate of	3,809,300

VALUATION OF THE REAL ESTATE BELONGING TO THE CORPORATION.

For the first time during the existence of the City Government, the Assessors of 1859 were requested to make an estimate of the value of the real estate of the City. The following is the result of their proceedings:

Public Buildings	\$2,590,000
Other Buildings	70,000
Public Squares	6,233,900
Vacant Lands, Wharves, &c	1,865,000
Grammar School Houses	876,000
Primary School Houses	401,600
Engine and Station Houses	141,200
	—————
	\$12,177,700
	—————

S T R E E T S .

There has been, comparatively, but a small expenditure during the past year for the widening of streets. It has been the aim of the Board of Aldermen not to lose any opportunity to improve a street when an intention to build has been given, and it has been deemed inexpedient to cut off an estate which is under lease, when exorbitant lease damages would be demanded.

This will explain the reason why certain improvements contemplated have not already been carried out. The property is under lease, and it is better to wait the expiration of said leases, rather than to pay the large sums which tenants often charge to cancel them.

Albany street has been laid out eighty feet wide from Dover Street Bridge to the South Bay Lands, and a contract has been made within a few days for the building of it for the sum of \$84,800. All but two of the land owners have signed a bond to give the land, necessary for this street, to the City.

The most important prospective widening introduced during the last year was that of North street. The expediency of this improvement was so apparent that but one dissenting vote was cast in both branches of the City Council. No appropriation or loan has been passed for this work, and it will

be the duty of the present government to provide the means for its prosecution.

The estimate for its cost is \$200,000. When completed, it will produce a radical change in the character and value of property in this section of the City.

In addition to the general repairs of streets during the year, the operations of the Paving Department have been on an extensive scale. Ninety-four hundred feet in length of streets, of an average of thirty-six feet in width, have been paved for the first time; ten thousand feet in length have been re-paved; twenty-three thousand feet in length of gutters paved.

There have been graded three-fifths of a mile in the city proper, and one and a half miles in South Boston, and one and three-fifths miles in East Boston. Probably in no city of the Union is there more attention paid to the repairs and the general condition of streets, than in Boston. I think it would be judicious economy to curtail to some extent the appropriations in this department.

P U B L I C L A N D S .

The rapid sale of our public lands is a cheering sign of the prosperity of the City. The Land Commissioners have sold during the past year, south of Dover street, 221,554 feet, at an average price of $36\frac{5}{2}$ cents per foot, amounting to \$191,313 39.

There has been sold at South Boston, 42,708 feet for the sum of \$10,066 75.

The amount of salable land still remaining south of Dover street and west of Harrison Avenue, is 317,016 feet. The amount embraced in the South Bay territory is 2,267,000 feet.

The number of feet at South Boston is 1,045,551. This does not include the uplands and flats connected with the Institutions. These amount to nearly 2,000,000 feet. The City also owns some land at East Boston, and two house lots on the Back Bay.

There have been erected during the year, on land sold by the City in Ward 11, 218 brick dwelling houses, averaging \$9,000 each, besides two churches, some large manufactories, and other buildings.

The receipts from the sale of public lands go into the Treasury, and are credited to the Committee on the Reduction of the City Debt. The money for filling, grading, and other works, to prepare them for sale, is obtained by loans authorized by the City Council.

The total amount of expenditures of the Land Department, during the year, has been \$41,575 46.

SOUTH BAY TERRITORY.

One of the most important works which has engaged the attention of the Government for a series of years, has been the filling up of the South

Bay territory. This enterprise, until the last year, has been progressing slowly, and has been a source of much anxiety to the successive administrations of government who have had it in charge since the original contract was made with Mr. Evans. It has involved an amount of expenditure far exceeding the expectations of those who originated the project.

During the past year, the old contract has been cancelled, and a new one made to finish the work for a specific sum. The amount is two hundred and ten thousand dollars, and includes the cost of a sea wall to hold the filling, which was not originally contemplated.

Some of the wharves have been leased upon favorable terms, and a portion of the territory which is finished has been placed in the hands of the Land Commissioners, who, no doubt, will soon lay it out in streets, so as to be available for building purposes—thus adding a large area to the southern section of the City.

The supervision of the unfinished portion of the work is in the hands of three Commissioners, chosen by the City Council. These gentlemen accepted the trust as an honorary matter, expecting no compensation for their services. The experience of the past would seem to justify the closest scrutiny, hour by hour, into the character of the work as it progresses. A Superintendent may be upon the spot, but he has

no authority to act; that lies entirely with the Commissioners. It cannot be expected that these gentlemen will give their entire time to the subject, and hence I would suggest for your consideration the propriety of allowing some one of their number to give his undivided personal attention to the matter, with the understanding that he shall receive a suitable compensation for his services. This work will, no doubt, be completed during the present year.

In connection with this subject, permit me to call your attention to the necessity of the erection of new City Stables, and the sale of the land where they now stand for the use of dwellings. These buildings are of wood, very much out of repair, and, should a fire occur on the premises, it would endanger the lives of the valuable horses owned by the City. A Joint Special Committee of the City Council of 1858, selected an eligible lot for the purpose, near the water on the South Bay Lands. The project was abandoned at that time, on account of the great expense of getting suitable foundations. As this difficulty is now obviated by the erection of a sea wall, it is a favorable time to renew the subject, in connection with the disposition of the rest of the territory. The Stables on the North Wharf were burned in the month of September last, and, as it has been found by experience that this location was unsuitable, on many accounts, by a vote of the City Council, this property

was sold for \$75,000, and an estate in North Grove Street purchased for the use of the City. This property joins the Jail Lands, and is also connected with the wharf owned by the City, near Cambridge Bridge. It will accommodate the Paving Department, as well as that under the care of the Superintendent of Internal Health. A brick stable for the accommodation of fifty horses is now being erected, to be ready for occupancy on the 1st of May next.

BACK BAY AND PUBLIC GARDEN.

The exciting controversy growing out of the improvements of the Commonwealth on the Back Bay, and its connection with the Public Garden, has been definitely settled. A large territory, formerly belonging to Roxbury, has been annexed to the City, and the people, in their sovereign capacity, by a large popular vote, have decided their interest in the Public Garden. We have no control over the plans of the Commissioners who have the charge of the Commonwealth's Lands, and yet it would seem expedient that there should be a friendly conference and coöperation between the City and the State in the improvements. These lands are now within our own territorial limits; soon they will be occupied by our citizens, and the interests of all parties will be served by seasonable alterations in the plans, if there are any deemed

desirable or practical in their nature. The improvement of the Public Garden, according to a plan adopted by the City Government, has already been commenced. It will make the spot attractive to strangers, as well as to our own citizens. It has been suggested that the Garden should be put in the care of some public-spirited gentlemen who have leisure and taste, and who would devote more attention to its embellishment than is possible for members of the Government, who have so many other claims on their services. It might be advisable to appoint a Board similar to that having charge of the Public Library, constituted, in part, of citizens, with representatives from each branch of the City Government.

W A T E R W O R K S.

This important interest of municipal concern has, during the year, required much attention from the Cochituate Board, who have had it in charge. Permission was granted by the Legislature to the City to take the land necessary to raise the water in the lake. The gate-house, and the roads adjoining the lake, have been raised, thus affording an additional capacity of water of about twenty-five per cent. The new main for the Brookline Reservoir has been laid with unusual rapidity. A junction has already been made with the line of pipes leading to the Beacon Hill Reservoir. The new main, with the exception of one

mile from the Brookline Reservoir to the Village of Brookline, has been laid in an independent bed, and comes into the City over the Mill Dam. We are thus relieved from the danger of a loss of supply, even if an accident should happen to cut off the water from both of the original lines. The number of water takers is about 23,600, an increase of about 1,200 over the year 1858. The total amount of income, during the past year, was \$316,955 12.

The increase of Revenue over the previous year was over \$13,000. This addition is attributable, in part, to the growth of the City, and the number of new dwellings erected, also to the adoption of the meter system to some extent, which has been attended with very satisfactory results.

In this connection, I gladly avail myself of this opportunity to commend the fidelity of the Cochituate Water Board, the City Engineer, Mr. Slade, and Messrs. Knowlton & Stanwood, and others, who have the immediate control of those works.

It will be recollected that in the spring there was a serious accident, carrying away the gate-house and a part of the brick conduit at Newton. There were great apprehensions that our inhabitants would be, for a number of days, destitute of water. The energy and zeal with which these gentlemen, and the laborers under their charge, worked day and night, without murmur or complaint, to avert this calamity, is a

gratifying proof of their fitness for the responsible positions which they hold. This occasion also testified in an honorable manner to the character and good feeling of our citizens.

A generous spirit seemed to stimulate all classes of our inhabitants. The proprietors of manufactories ceased their operations ; householders voluntarily abstained from all unnecessary use of water ; a feeling of self-sacrifice, and a regard for the public welfare, were exhibited, worthy of the ancient character of the good people of this City.

PUBLIC INSTITUTIONS.

The Public Institutions at Deer Island, and at South Boston, are in a good condition.

The Board of Directors who have them in charge, under the new organization, are gradually introducing important changes, which will soon make them model institutions of their class.

Much attention has been paid to the development of the agricultural resources of the Island, and the labor of the inmates has been more fully brought into requisition.

Two fires have occurred during the year, one in that portion of the large building occupied by the boys of the Reformation School, and the other, the stable connected with the establishment. The first

was set on fire by boys belonging to the Institution, and the other is believed to be accidental.

The stable has been rebuilt, and that portion of the wing of the edifice which was destroyed by fire, is now undergoing repairs with some valuable fire-proof improvements and additions, which we trust will avert, hereafter, a similar calamity.

My opinion is, that the House of Reformation should be in fact, as it is in name, a separate Institution, totally disconnected, both in location and discipline, from the other Institutions. The statistics of crime show an alarming increase in the number of juvenile delinquents. These boys constitute "the dangerous class" of the community ; subject to no parental restraint, their intellect quickened by that freedom of thought and action which our Institutions engender, with but a feeble sense of their obligations to God and their fellow-men, they are reckless, daring, and destined to live a career of crime, and fill our prisons and jails. The management of an Institution for the punishment and reformation of this class requires much judgment and care.

We have but little control as to the character of the inmates who are sentenced to the House of Reformation ; hence, we have had together in one community the most vicious class, as well as truants, disobedient children, and others who can hardly be considered to have commenced a course of crime. I am happy to

know that the directors, so far as is in their power, are endeavoring to remedy this difficulty, and to grade the school so as to separate the vicious from those who are endeavoring to reform. To this end the school room and dormitory will each be divided into three sections, separated by brick partitions.

The time, however, is not far distant when we shall require a separate building or buildings for the efficient and salutary management of this Institution.

The Girls' Reformation School, which was established during the past year, has proved very satisfactory, and no doubt will justify in some degree the wisdom which led to its organization.

It is thought by many persons who have paid much attention to the subject of pauperism and crime, that we still require in this community another institution, to be denominated the "work house." There is a large class of idle and thriftless men in every large city, who need work, protection, and a home. They are not common drunkards or criminals ; hence do not come under the cognizance of the Police Court.

Our House of Industry, as now conducted, does not meet their necessities, for while one portion is devoted, very properly, principally to the care of aged men and women who have outlived their usefulness, and to orphan children, the other is filled with persons sentenced for crime and vice.

The State, through its Almshouses, seeks to provide

for this class, so far as the foreign poor are concerned; and others, if born in the Commonwealth, have a claim upon their native towns. But for all this, we daily see in our streets many in destitution and want; some of them are lazy and ought to be forced to work; for others our sympathies are often aroused to give them assistance; many of them are honest but sorely tempted, their labor is lost to the community, and they are a reproach to our modern civilization. I must confess that I have not had sufficient time to investigate the subject to make any special recommendation, but have deemed it my duty to call your attention to it, as so many of our best citizens are warmly in its favor.

OVERSEERS OF THE POOR.

This Board, the almoners of out-door relief, so far as the city is concerned, have been gradually, in conformity with the recommendations of the City Council, curtailing the amount of their expenditures. More attention has been paid to the character and circumstances of the recipients. It is hoped that the improvements already introduced into this department will be continued.

A Board of twelve men, subject to be annually changed at each municipal election, ought not to be expected in all cases to bestow their charity with

the wisdom which a long experience can give. The Board during the past year have evinced a most cordial coöperation with the City Council in the measures of reform which have been suggested for the administration of the responsible duty committed to their charge.

THE POLICE.

The efficiency and general good order of this branch of the public service is acknowledged by our citizens. It is a department, which, from its nature, is liable to unjust censure from those who have but limited information as to its power and duties. It is but one agent in the administration of justice. Courts, judge and juries act jointly with it, and are alike responsible for the punishment of the guilty and the rescue of the innocent from harm. In a large city its duties are multitudinous, requiring often, in sudden emergency, much tact and good judgment in their execution. Perfection ought not to be required of its members, but we have a right to expect a willing obedience to orders, a rigid discipline, and a pleasant deportment. No great change has taken place during the year in the force. The unworthy have been summarily dismissed from the service, as soon as their delinquencies have been made apparent, and their places have been supplied by those more deserving of the position.

The Department now comprises two hundred and eighty-six men, two hundred and forty of whom are on patrol duty. To this should be added sixteen lieutenants of police, who perform a supervisory patrol—making the whole district patrol force two hundred and sixty-five.

The telegraph continues to be an important auxiliary in the transaction of police business. Some thirty-five hundred despatches have been transmitted from the central office.

Some of the station-houses have been enlarged and improved during the year. Stations Nos. 1 and 8 have been entirely remodelled, and the house at East Boston has been finished, and is now occupied by the Department.

A new station-house is required for District No. 3. The building now used for this purpose in Leverett street is an old dwelling-house. It is badly arranged, its cells are insufficient, and it has no accommodations for lodgings, except those which are used likewise for criminals.

The water patrol of the Harbor, which was introduced in 1858, has proved to be an important branch of the service. Over one thousand foreign vessels have been boarded and furnished with the Harbor Regulations, and aid granted when necessary, and a large amount of stolen property has been recovered.

It is a matter of congratulation that the Police

Department is in so favorable condition. Its character and discipline, I have no doubt, have been much improved since the introduction of the uniform, the importance of which, excepting for that portion of the force employed in the detective service, has been fully demonstrated by the experience of the past year.

PUBLIC SCHOOLS.

There is no subject which justifies so much local pride in a Bostonian as that suggested by the character of our Public Schools. The germ of public education, which was planted here almost simultaneously with the settlement of the peninsula, has been cherished and sustained by the citizens and the public authorities during every period of its history.

As we have increased in territory, population, and wealth, schools have multiplied and improved to meet the new wants of a growing community, and the demands of an advancing civilization. Their doors are open to all, making no distinction as to race, nationality, or social position. They are the principal source of happiness and intelligence of the people, and the best and cheapest means by which the property, life, and peace of the community can be secured.

The average number of pupils under instruction during six months ending the 31st of July, was 25,321. The whole number of teachers employed in the service is 494. The whole appropriation for the present financial year, including the cost of new school houses, was \$532,100 — being more than one-fifth part of the gross tax for the year 1859-60.

During the past year three first-class Grammar school houses, capable of accommodating about 2,500 pupils, have been completed and passed into the hands of the School Board, and another is in process of construction. These buildings are plain but substantial structures, and well adapted to the wants of the schools.

FIRE DEPARTMENT.

Our Fire Department is in a prosperous and efficient condition. During the past year facilities for extinguishing fires have been greatly increased by the addition of four steam fire engines, making six steamers in service at the present time. Four of these steamers are located in the City proper, and one each at East and South Boston.

The introduction of this class of engines has proved satisfactory, and has reduced the number of men employed from over seven hundred to four hundred and twenty-two.

No large conflagration has taken place during the year, and no loss of life has occurred to members of the Department while on duty. But a short time will elapse, I trust, before we shall have an entire Steam Fire Department, and dispense with the hand engines altogether. This course has been adopted in Baltimore, and in some other cities in the Union, and has worked very successfully. It is a gratifying fact, that while the change will render the service more efficient, at the same time it lessens materially the annual expenditures.

In connection with this subject, it becomes my duty to call your early attention to the revision of the Fire Ordinance, which is much needed to suit the present and prospective condition of the Department.

The fire alarm system has worked admirably, and is an important auxiliary to the Department.

The fire police has been abandoned, this service now being performed by the regular police force.

P U B L I C H E A L T H .

No more important subject is committed to our care than that of the public health.

While the External Health Department is established for the protection of our people from foreign

diseases, the Internal Department aims to secure our exemption from those engendered within our own borders.

The regulations of our quarantine establishment are less restrictive than most of those of the maritime ports of the world, but are yet sufficiently efficacious to accomplish the end desired.

A new Hospital has been erected, during the year, on Deer Island, for the accommodation of those afflicted with contagious diseases.

This provides not only for that class taken from the shipping, as they enter the harbor, but also for the friendless and unfortunate ones in the City proper.

The Internal Health Department performs its sanitary duties in the cleansing of streets, the removal of ashes and offal, and the abatement of nuisances detrimental to the public safety. The Sewer Department is an aid in the same direction, and even the paving and grading of streets is often conducive to the same end.

An illustration of this latter point is seen in the improvement of the territory during the last year, in the vicinity of Northampton and Plymouth streets, near the Roxbury line, and which has long been a matter of conference between the authorities of the cities. A joint arrangement was made for a common sewer; and the parties who formerly drained into the old creek will be compelled to drain into the same.

The street has been raised and widened, an important sanitary relief has been furnished to the whole neighborhood, and another new avenue leading out of the City, as a continuation of Harrison Avenue has been forwarded by the same means.

There is another improvement of a similar nature much needed near Tremont street, adjoining the City of Roxbury, which calls for the early attention of the Board.

The Water Power Company are proceeding with the filling of their lands between the Providence and Worcester Railroad.

There are a number of sewers and drains which discharge into this territory. Some of these streets are public, and others are private, but it will be necessary to take some measures in regard to this matter, or serious injury to health will ensue.

In regard to the nuisance from the Charles street flats, it is thought that some legislative action will be required.

The general health of the City is good; the only exception to this remark is the prevalence of the smallpox in the City and neighborhood. Our City Physician has called the attention of our citizens to the necessity of re-vaccination, which, as we have been so free from this disease for a number of years, has been much neglected.

Many tenements decided by the City Physician to

be unfit for human habitation, have been vacated, or cleansed and refitted under the active agency of the Superintendent of Health, and the officers of the police.

The experience of the past year has confirmed my previously expressed opinion of the need of further hospital accommodation within the limits of the City proper. I am informed that the details of a plan for such an Institution, which will not involve the City in any large expense, will shortly be submitted for your consideration.

I also recommend to your attention the subject of the Sanitary Code, originally drafted by our City Physician, and lately accepted by the National Convention, and respectfully suggest that it should be adopted so far as it shall appear to be adapted to the wants of the City; and also the propriety of an early application to the Legislature for any further powers that may be found, on consultation with the City Solicitor, necessary to enact or put into operation its salutary provisions.

THE HARBOR.

The rank which Boston holds, as one of the most important commercial cities of the world, is owing, in a great measure, to its situation on the Atlantic seaboard. The safety of its Harbor thus becomes one of the most vital interests connected with its prosperity.

The encroachments of the sea upon its headlands and islands should be jealously watched, and every effort should be made to keep its channels of sufficient depth and capacity to accommodate the shipping of all classes which resort to it for business purposes, as well as for the accommodation of the navy of the United States. The testimony of our old pilots, and others conversant with its condition, has awakened an earnest solicitude as to the effect which the changes which are going on will have upon its character. The Legislature and the City Council have repeatedly passed resolutions, calling the attention of the General Government to the subject. No action has followed, as there seemed to be a difficulty in arousing the attention of Congress to its importance. Under these circumstances, I had the honor, in the month of October last, to address a communication to the City Council, suggesting the importance of a Commission, consisting of officers of the Federal Government, for a scientific examination of the subject.

The Council at once acquiesced in the suggestion, and authorized the Mayor and the Committee on the Harbor to appoint said Commissioners, and to solicit from the Executive Department of the United States its aid and coöperation. It was deemed advisable to seek a personal interview with the President of the United States, and the members of his Cabinet, and accordingly the Committee proceeded to Washington

for this purpose. They were received by those officers in the most cordial manner, and were gratified with a ready assent to their wishes.

I embrace the opportunity which this occasion affords of presenting my deep acknowledgments, in behalf of the citizens of Boston, for the promptness and good feeling which the President, the Hon. Howell Cobb, the Secretary of the Treasury, Hon. Isaac Toucey, Secretary of the Navy, and Hon. John B. Floyd, Secretary of War, evinced in this subject when brought to their notice. They promised all the aid in their power, and gave permission that the officers we had selected should be detailed for this special service. The Commission consists of Gen. Totten, Chief Engineer of the United States; Prof. Bache, Superintendent of the Coast Survey; and Commander C. H. Davis, of the United States Navy.

I need not speak of the eminent fitness of these gentlemen for this duty, and of the gratification which the acceptance of the trust affords to our fellow-citizens. Their report will have a weight of authority that no local commission, however constituted, could possibly have.

I trust that before the close of the year I shall have the opportunity of laying before you the result of their investigations.

CITY HALL.

I take this opportunity to renew the recommendation which I suggested in a communication to the last City Council, in regard to a City Hall. Every one conversant with the business of the City must be aware how inadequately the present building is adapted for the purpose for which it is devoted. It was built about half a century since, and, with the exception of the chambers occupied by the two branches, its rooms are small, badly arranged, and accommodate but a portion of the officers connected with the Government.

The valuable records and papers of the City are liable to loss, as the building is not fire-proof, and all its arrangements but poorly correspond with the opulence and character of the City which it represents. We now pay, in rents, a large sum for accommodations outside of the building, for City officers, and the despatch and convenience of public business absolutely require, I think, some consideration of the subject.

COUNTY AFFAIRS.

In addition to the class of duties which belong to our government, as a Municipal Corporation, we have the charge of those appertaining to the County of Suffolk.

While the Board of Aldermen have the direct

jurisdiction, as County Commissioners, in the matter, they are restricted, as to expenditure, by the other branch. This, no doubt, is a wise provision ; but it has led to some embarrassments, in regard to the proper accommodations of the Courts of the County.

I know of no subject which calls for more speedy action. The growth of our City, and the expansion of business relations, have required additional Courts for the settlement of conflicting claims of parties, and yet we have no more accommodations for them than were provided twenty years since. While the Court House itself has been crowded, much to the discomfort of those whose position and character have a right to demand greater conveniences, we have had to hire temporary and ill-ventilated rooms for the accommodation of those who have equal claims to our regard. Measures should be taken forthwith to secure, either by purchase or lease, a building suited for an additional Court House.

The present arrangements for some of our Courts are a disgrace to a wealthy metropolis like ours. This is one of those cases which amounts to a public exigency, and should be met with a liberal spirit.

In my last Inaugural Address, I called the attention of the Council to the fact that, although the County of Suffolk included the City of Chelsea, and the towns of Winthrop and North Chelsea, yet all the expenses are paid by Boston alone. I have no doubt that these

towns would readily assume their proportion of these expenditures, if the necessary act could be obtained from the Legislature for this purpose.

I have thus, gentlemen, in accordance with custom and the proprieties of the occasion, presented for your consideration those topics which I supposed would have an interest at this season. It cannot be expected that, within the limits appropriated to this Address, all the topics of municipal concern can receive attention. Other departments of the public service than those which have been mentioned, have been doing their appropriate work.

The inauguration of the Boston Trade Sales induced the Government to show their interest in the object by courtesies to strangers from all parts of the country, which will have an important commercial influence upon our business circles. The aid to the East Boston Ferries has already given new life and enterprise to that important section of our City, and even our public celebrations have afforded a grateful relaxation from business cares, and testified to the interest of the Government in the rational enjoyments of the people.

We, who have assembled to commence the administration of another year, enter upon our duties under favorable auspices. Our predecessors have not been faithless to their trusts, but have transferred the government to our hands in as good a condition as in any previous period of our history.

Our City officers are generally efficient, and perform their duties to the satisfaction of the citizens.

We come together not as partisans seeking political power, or for selfish aggrandizement, but as servants of the people, having the control of interests affecting their dearest rights, and enabled by the authority vested in us to do much for their happiness and welfare.

Let us be true to all our responsibilities ; may we mutually coöperate in every good work which claims our services, and our prayer be that engraved on our City Seal, "As God was to our fathers, so may he be unto us."

